

Joint Force Headquarters – State (JFHQ–ST), ANG/XPM & NGB-ARF Working Group.

NGB JFHQ – ST Transformation Guidance

1. References:

- a. ANGMD 38-01, 15 August 1996, State Air National Guard Headquarters
- b. ANGI 38-101, 15 August 1996, ANG State Headquarters
Manpower/Organization Guide
- c. AR 71-32, Force Development and Documentation Consolidated Policies.
- d. CJCSM 1600.01, 30 April 1998, J-1, Joint Manpower Program Procedures
- e. CNGB Vision 2003 Strategic Communications Plan—Transformation
Homeland Security
- f. COSAC Executive Committee meeting notes, 03-04 June 2003 and
COSAC/ESSO Executive Committee meeting notes, 20 June 2003
- g. FY 03 Army Transformation Road Map Charter, 20 June 2003
- h. NGB Memorandum 10-5/38-101, (Provisional) Organization and Functions
of the National Guard Bureau (NGB Joint Staff)
- i. NGR10-2, 19 November 1982, State Area Command, Army National
Guard
- j. Joint Pub 1-0, Joint Doctrine for Personnel Support to Joint Operations
- k. Joint Pub 0-2, Unified Action Armed Forces (UNAAF)
- l. Joint State Area Command (JSTARC) Model
- m. National Guard Integrated Concept Team Operation Plan (OPLAN) 0103
(CNGB Vision 2003)
- n. Full-Time Support (FTS) Work Center Descriptions, Future State
Command Plan
- o. Functions and Tasks, Future State Command Plan Model
- p. Draft COSAC/ESSO JFHQ-ST Organizational Chart Model

2. Purpose: The Chief, National Guard Bureau (CNGB) announced his Vision 2003 to transform the National Guard Headquarters in the fifty-four (The 54) States, Territories and the District of Columbia (DC). CNGB has asked The 54 to establish a Joint Force Headquarters – State (Provisional) on 1 October 2003. The stakeholders are further tasked to plan on a Joint Table of Distribution (JTD) Effective Date of Change (EDATE) of 1 October 2006.

3. General Situation.

a. Strategic and Operational Environment. The CNGB 2003 Vision requires consolidation of separate state headquarters into a truly joint organization to meet the Secretary of Defense (SECDEF) intent that joint and combined war fighting is the path to the future.

b. Implications of the Environment for the NGB Joint Staff (Provisional). Time is very short to execute reorganization provisionally for the JFHQ – ST by 1 October 2003. The 54, with guidance contained in this Transformation Plan, must reorganize, find efficiencies, integrate Air National Guard (ANG) and Army National Guard (ARNG) State Headquarters into one, and then coordinate with other services to be stakeholders as well. Suspense's will be short and integrated efforts between the stakeholders critical to success.

4. Policy Goals. Provisionally, by CNGB directive, combine the separate Air and Army National Guard State Headquarters by 1 October 2003. Follow-up over the next thirty-six (36) months with SECDEF/Joint Chiefs of Staff (JCS) written guidance for the CNGB Vision 2003 to be included within the Command Plans with a recommended Effective Date of Change (EDATE) of 1 October 2006 for the JTD (36 months from provisional EDATE). Many regulations, instructions, manuals, policies and laws require changes to allow for and support the CNGB Vision 2003.

5. Friendly Forces

a. Strategic. Chairman, Joint Chiefs of Staff (CJCS)

b. Operational. The 53 Adjutants General (TAG) and the Commanding General, District of Columbia National Guard.

c. Political. The Administration, Office of the Secretary of Defense (OSD), and the Governors.

6. Supporting Agencies

a. OSD

b. JCS

c. Department of Homeland Security

d. Department of the Army

e. Department of the Air Force

f. Department of the Navy

g. Combatant Commands (COCOMS)

h. Integration from Other Stakeholder services.

i. NGB Joint Staff

7. Assumptions:

a. The 54 will provisionally re-organize as the JFHQ-ST on 1 October 2003.

b. The OSD will provide written guidance to convert the ANG, ARNG State Headquarters, and the NGB Staff, into Joint organizations to be included in the Command Plans with an EDATE of 1 October 2006, in the Program Objective Memorandum (mini-POM) cycle.

c. The Chief of Staff Advisory Council (COSAC) and the Executive Services Support Officer (ESSO) Advisory Council for the JFHQ-ST Working Group will continue to provide guidance to stand-up the provisional JFHQ-ST on 1 October 2003, and provide guidance to refine the Joint Concept Plan and JFHQ-ST model(s) for staffing with the JCS (J-1) and Services. The Joint State Area Command Model and the Draft COSAC/ESSO JFHQ-ST organizational chart models are available for The 54 to use for their provisional plans. (See Annex C and Annex F)

d. JFHQ-ST Working Group will hand-off the National Guard Bureau leadership approved Joint Concept Plan and JFHQ-ST model to the NGB J-1 for JCS Staffing no later than (NLT) 30 September 2004 to meet in cycle documentation EDATE of 1 October 2006. (36 months from provisional EDATE).

e. The NGB J-1 will perform full time support crosswalks to resolve compatibility issues. COSAC/ESSO Council will monitor and assist to resolve BIN issues.

f. The NGB Chief Counsel (NGB-JA) will be engaged with the JFHQ-ST Working Group to identify obstacles requiring changes to regulations, policy, law, etc., to realize true jointness.

g. Each stakeholder will provide staffing feedback responses per suspense.

h. The J-8 will provide guidance on funding issues for inclusion into the Joint Concept Plan.

i. No manpower growth per CNGB guidance.

j. CJCSM 1600.01, Joint Manpower Program Procedures apply. The stakeholder services will provide their piece to the JTD via an element. Service documentation polices and processes apply to service elements resourcing the JFHQ-ST JTD.

8. Mission and/or New Capability. NGB J-5/7, ANG/XPM and NGB-ARF will provide guidance for the 54 States, Territories and District of Columbia to

provisionally re-organize the separate Army and Air National Guard Headquarters into Joint Force Headquarters – State. (ie., State = AK, DC, GU, TN, WA, etc.) Within 36 months, work with the stakeholders to develop the Joint Concept Plan and refine the model(s) to be submitted to the JCS (J-1 JMD) for staffing with a recommended EDATE of 1 October 2006.

9. Execution:

a. Concept of Operation

(1) Intent of CNGB. Make the JFHQ-ST happen provisionally 1 October 2003 and follow-up with the coordination, staffing and documentation to resource the Command Plans through the Services.

(2) Desired End-State. Joint Table of Distribution for the 54 States, Territories and District of Columbia called the Joint Force Headquarters – ST with an EDATE of 1 October 2006.

(3) Major Objectives. (Requirements and Suspenses)

For NGB:

- a. NGB obtains written guidance from OSD/JCS to include the CNGB Vision 2003 into the Command Plan.
- b. NGB provides, 15 July 2003, approved NGB J-Staff organizational charts and NGBM 10-5/38-101, Organization and Functions, National Guard Bureau, to synchronize efforts within the JFHQ-ST Working Group.
- c. NGB provides The 54 a Transformation Template for use in devising their provisional plans. (See Annex E)
- d. NGB service components must maintain existing documents to keep the POM funding for personnel and equipment flowing until the service elements EDATE. The day before the approved JTD EDATE, the services will have coordinated to inactivate the Army and Air HQs and convert those HQs to the elements that are provided to resource the JTD.
- e. NGB provides The 54, 15 July 2003, the basic JSTARC Model (See Annex C) that can be used as a guidance document for provisional re-organization. In addition, NGB provides a draft COSAC/ESSO JFHQ-ST organization chart that can be used by the 54 for provisional plans (See Annex D).
- f. NGB conducts JFHQ-ST document scrubs annually. Initial scrub on 11-15 Aug 2003 (PEC, Camp Robinson) and FY 2004 (tentatively June) to refine the JFHQ-ST model(s) for inclusion in the Joint Concept Plan for submission to JCS, J-1.
- g. NGB crafts the Joint Concept Plan and Model(s), staffs with all stakeholders, and obtains NGB Leadership approval for

submission (by NGB J-1) NLT 30 September 2004 for an in cycle POM action.

h. NGB stakeholders monitor staffing with services and JCS to assist with addressing and resolving issues to ensure approval of the plan for services implementation by JCS, 1 October 2006 (FY07)

i. NGB staff, during the provisional JFHQ-ST phase of the CNGB Vision 2003, as well as all other stakeholders, build joint libraries, study their piece of jointness as it pertains to the JFHQ-ST to ensure identification of issues to be resolved, determine the “how-to fix” recommendations and raise BIN items to the NGB Leadership requiring decisions not obtainable by the staff. Issues may or may not be inclusive to policy, regulatory and legal changes.

For The 54:

a. The 54 provide representation through advisory councils and their representatives for 11-15 August 2003, JFHQ-ST draft document scrub at PEC and again during June 2004 draft JFHQ-ST document scrub for refinement and inclusion in the JFHQ-ST Concept Plan.

b. The 54, using Annex E, State Transformation Plan Template, provide by Close of Business (COB) 15 August 2003, provisional Transformation Plans back to NGB J-5/7, via e-mail to NGBJ-5/7@ngb.ang.af.mil. The NGB J-5/7 point of contact is MSgt Denise Pace, (703) 607-1797, DSN 327-1797, or via e-mail at denise.pace@ngb.ang.af.mil.

c. The 54, become JFHQ-ST (Provisional) 1 October 2003.

d. The 54 COSAC/ESSO and JFHQ-ST Working Group monitors full time manning issues and impacts for resolution prior to submission of Joint Concept Plan and model(s).

e. The 54, concurrently, during the provisional JFHQ-ST Phase of the CNGB Vision 2003, build joint libraries, study their piece of jointness as it pertains to the JFHQ-ST to identify issues to be resolved, determine “how to fix” recommendations and raise BIN items to the NGB leadership. May or may not be inclusive to policy, regulatory and legal change.

f. The 54 JFHQ-ST JTD EDATE 1 October 2006 (36 months after provisional implementation)

b. Phasing (timelines/suspenses)

(1) Initial.

a. 15 July 2003, written NGB Guidance provided to The 54 for implementation.

- b. 15 July – 15 August 2003, The 54 craft plans to take the Army and Air HQs provisionally Joint (using JSTARC Model and the COSAC/ESSO draft organizational models as a guidance documents).
- c. 11-15 August 2003, Stakeholders first scrub to refine COSAC/ESSO Working Group Organization Charts.
- d. 15 August 2003, The 54 provide provisional plans to NGB J-5/7.
- e. 1 October 2003, The 54 provisionally reorganize the Army and Air HQs per CNGB Guidance. The flexibility to add other stakeholder services is TAG decision.

(2) Interim—Refinement Phase. 2 October 2003 – 30 September 2004.

- a. Concurrently, the JFHQ-ST Working Group must prepare the Concept Plan for submission to the JCS, J-1, to vet the NGB position to the service stakeholders to establish a Joint Table of Distribution. The 54 must maintain their service documents for personnel and equipment funding/flow for their JFHQ–ST provisional organizations until the approved JTD EDATE.
- b. ANG/XPM and NGB-ARF will host the 2nd scrub at PEC, Camp Robinson, AR, tentatively June 2004 to finalize the model(s) for inclusion in the concept plan for the suspense objective of 1 Sep 2004 to CNGB for approval.
- c. Quarterly In Progress Review (IPRs) will be scheduled with CNGB, and intermediate reviews (as required) with staff stakeholders.

(3) Final Phase. 2 October 2004 – 1 October 2006. (monitor higher level staffing, approval, documentation and resourcing).

- a. After approval of the Joint Concept Plan for JFHQ-ST by CNGB, the Joint Concept Plan with model(s) will be submitted to JCS, J-1. Stakeholder staffs must be prepared to engage the services to work issues once the services are tasked by JCS to staff the JFHQ–ST Concept Plan and provide feedback to JCS J-1, JMD. Expect issues to arise requiring the NGB J-Staff to engage issues the services vet to avoid staffing delays. Personal visits to issue offices are likely, to overcome non-concur issues.
- b. Intermediate IPRs with staff stakeholders will be scheduled (as required) with the NGB J-Staff to identify and work new issues that surface.
- c. Quarterly IPRs will be scheduled with CNGB to receive guidance on BIN items and/or to obtain decisions.

d. CJCS approves NGB JFHQ-ST Concept Plan and recommended JTD with an EDATE of 1 October 2006 for inclusion in the Unified Command Plan. J-1 and stakeholder services will follow their manpower and service documentation policies and procedures to produce service “elements” to fill the approved JTD for in cycle documentation.

10. Essential Decision Points

a. Major Milestones (Milestone Process to approved EDATE for JTD)

- (1) Obtain DOD level written guidance from JCS providing the National Guard for inclusion into the Command Plan.
- (2) 15 July 2003 JFHQ-ST Transformation Plan provided to The 54.
- (3) 1 October 2003, The 54 provisionally reorganize Army and Air HQs per CNGB Vision 2003 Guidance flexibility.
- (4) NGB J-1 provides quarterly IPRs to CNGB.
- (5) 16 August 04 JFHQ-ST Joint Concept Plan and Model(s) are provided to NGB Leadership for approval and submission as a recommendation to JCS.
- (6) 30 September 04, NGB J-1 submits JFHQ-ST Concept Plan to JCS J-1, JMD, requesting in POM cycle documentation of the JFHQ-ST.
- (7) 1 October 06, EDATE JFHQ-ST JTD.

b. Current, Ongoing, and New Projects that may impact timelines.

- (1) Position description reviews and reviews for the full time force to continue to ensure compatibility within the full time force.
- (2) Revision of NGB and stakeholder services policies, procedures, regulations, functions and tasks as well as coordination to identify and coordinate changes to appropriate Title 10 and Title 32 laws during the interim and final phases as JTD EDATE for JFHQ – ST approaches.
- (3) Prior to 30 September 04, JFHQ-ST Working Group hosts two (2) annual refinement scrubs for the staff, The 54 and other stakeholder staffs and services for JFHQ-ST model(s) inclusion into the Joint Concept Plan to JCS.

11. Coordinating Instructions.

a. Intermediate Staff Meetings (as required) will be scheduled for the JFHQ-ST Working Group with the NGB J-Staff to synchronize staff actions.

b. Develop and/or provide supporting plans and annexes.

- (1) Annex A: Terms of reference
- (2) Annex B: Acronym List

To Access the annex information (and Transformation Plan), go to GKO (under Operations and Training Home, Force Management Hot Topics, “JFHQ-ST” link and ANG HQ Website under Hot Topics, “JFHQ-ST” link.

(3) Annex C: Command Plan 06 JSTARC Model.

(4) Annex D: Draft COSAC/ESSO JFHQ-ST organizational charts.

(5) Annex E: The 54’s Transformation Plan Template JFHQ-ST (provisional).

Annex A, Terms of Reference, NGB JFHQ-ST Working Group Transformation Plan

Command Plan. Process to document the force.

JFHQ-ST. Joint Force Headquarters – State. Example: JFHQ-AK; JFHQ-GU

JSTARC. Nickname for the Army State Area Command Model that can be manned by either the Army or Air National Guard personnel. Is a guidance document available to use for crafting the JFHQ-ST provisional model(s).

Provisional. Provided for a present need or for the occasion; temporarily established having a conditional or temporary character.

The 54. Refers to the 54 States, Territories and District of Columbia.

Annex B, Acronym List, NGB JFHQ-ST Working Group Transformation Plan

ANG	Air National Guard
ANG/XPM	Air National Guard Manpower Division
ARNG	Army National Guard
BIN Item	Issues the staff cannot resolve requiring General Officer decisions
CJSCM	Chief, Joint Chief's of Staff Manual
CNGB	Chief, National Guard Bureau
COB	Close of Business
COCOMS	Combatant Commands
COSAC	ARNG Chief of Staffs Advisory Council
CJCSM	Chief, Joint Chiefs of Staff Manual
CP	Command Plan
DAMO-FM	Office of the Deputy Chief of Staff, Force Management
EDATE	Effective Date of Change
ESSO	Executive Services Support Officer
FY	Fiscal Year
HQDA	Headquarters, Department of the Army
JCS	Joint Chiefs of Staff
JFHQ-ST	Joint Force Headquarters–State (or Territory or DC)
JSTARC	Joint State Area Command
JTD	Joint Table of Distribution
MOI	Memorandum of Instruction
NGB-ARF	ARNG Force Management Division
NGB J-5/7	Office of Primary Responsibility for JFHQ – ST
OSD	Office of the Secretary of Defense
SECDEF	Secretary of Defense
TAG	The Adjutant General
UNAAF	Unified Action Armed Forces

Annex B, continued, Acronym List, NGB JFHQ-ST Working Group Major Decisions and Critical Events (power point slides).

CNGB	Chief, National Guard Bureau
COCOM	Combatant Command
DAMO-FMP	Office of the Deputy Chief of Staff for Operations and Plans, Force Management Programming
DPG	Defense Planning Guidance
EDATE	Effective Date of Change
J1 MP	Joint Staff 1, Manpower
JACO	Joint Activity Control Officer
JCS	Joint Chiefs of Staff
JSPS	Joint Strategic Planning System
JTD	Joint Table of Distribution
J Team	NGB Joint Staff Action Officers working NGB Joint Staff Transformation
MBIs	Major Budget Issues
M & RA	Manpower and Reserve Affairs
MRCP	Manpower Requirements Change Packets
NGB J-5/7	Office of Primary Responsibility for JFHQ-ST
PBDs	Program Budget Decisions
POM	Program Objective Memorandum
Staffing Docs	Staffing documents from Joint 1, Manpower, for staffing change Management in command plans
USA FMSA	United States Army Force Management Support Agency