

Chapter 2: Command and Control (FM 7-100.1)

This page is a section of FM 7-100.1 Opposing Forces Operations.

This chapter examines the OPFOR system and process of command and control (C2). It explains how the OPFOR expects to direct the forces and actions described in other chapters of this manual. It provides insights into the OPFOR theory and practice of controlling combined arms, joint, interagency, and multinational forces in war. Most important, it shows how OPFOR commanders and staffs think and work.

In modern war, victory is likely to go to the side that acts most quickly. The overriding need for speedy decisions to seize fleeting opportunities drastically reduces the time available for decision making and for issuing and implementing orders. The need to seize opportunities on the battlefield, coupled with dispersion to avoid the threat of precision weapons, dictates the replacement of concentration in terms of space by concentration in terms of time and effects. Moreover, the operational and tactical situation is subject to sudden and radical changes, and the results of combat are more likely to be decisive than in the past. OPFOR C2 participants, processes, and systems are designed to operate effectively and efficiently in this new environment. The successful execution of an information warfare (IW) plan is critical to victory.

Although dealing briefly with strategic control of forces, this chapter focuses on operational command and control. All OPFOR levels of command share a common decision-making and planning process. They also share a parallel staff organization and command post (CP) structure, tailored to match the differences in scope and span of control.

Concept

The OPFOR's C2 concept is grounded in the essential principles of the State's process for exercising command and control. At the core of the State's C2 concept is the assumption that modern communications are susceptible to attack and/or monitoring. Accordingly, the State operates from the view that centralized planning defines the means for assuring both command (establishing the aim) and control (sustaining the aim). It leads to strategic and operational directions. Necessarily, then, the State relies on the loyalty of its forces and accords far-ranging authority to act within the aim while foregoing rigorous control as both unproductive and unlikely in the modern environment.

For the OPFOR, this concept translates into centralized planning and decentralized execution, requiring a high degree of initiative at low operational and tactical levels. The OPFOR not only accepts this condition as necessary, but also considers decentralized execution the essence of its operational doctrine. It requires the commander at each level of command to act flexibly, exercising his judgment as to what best meets and sustains the aim of his superior. The OPFOR believes that this approach provides an absolute advantage particularly when operating against a sophisticated enemy equipped with advanced information technology. This view stems from the conviction that, if the means to exercise control from the top exists, then there is a danger that it will be used to the extent that it stifles creativity and initiative. The OPFOR seeks to avoid this pitfall in its own C2 process, while recognizing that even sophisticated opponents may fall prey to it. It realizes that stifled initiative and creativity can ultimately preclude such an opponent from acting decisively or quickly.

Principles of Command and Control

The OPFOR specifically defines command and control at tactical and operational levels as the actions of commanders, command groups, and staffs of military headquarters to maintain continual combat readiness and combat efficiency of forces, to plan and prepare for combat operations, and to provide leadership and direction during the execution of assigned missions.

The objective of command is to accomplish the mission. The objective of control is to attain maximum combat effectiveness from all available resources. To obtain this objective, the OPFOR identifies several principles of command and control.

Centralized Planning

OPFOR military art is fundamentally based on a system of political control and the presumption of loyalty among subordinates who have been prepared for high position in either the civil or military structure. Thus, military art and the principles of command within the military are closely related to those found in the political system. Indeed, the State views military capability as one of its four instruments of national power. Centralized planning characterizes the State and its various components, including the military.

Decentralized Execution

The State accepts that decentralized execution is essential to controlling the tempo of operations. The OPFOR, therefore, is organized to provide initiative within the bounds of the aim as stipulated in the planning process. The OPFOR accepts some risk in this approach, but mitigates that risk in the planning process by determining branches (accommodations made to the plan that require diversion from the central plan) and sequels (follow-on operations in accordance with the plan). This approach depends on clearly stated aims and delineation of the limits of authority at the each level of command. It provides considerable flexibility to subordinates and is deemed essential by the State and the OPFOR for meeting the needs of the modern operational environment.

Deliberate Decision-Making Process

The OPFOR decision-making process consists of five phases: assess, orient, decide, act, and adapt. (See the section on Decision Making for more detail.)

Command and Control Structures

C2 at each level of command is very similar, designed with the same basic structure and emphasis on survivability through mobility, redundancy, and security. The higher the level of command, the larger and more complex the staff. Supporting each staff is a series of multiple CPs and communications systems, providing the flexibility required on a highly fluid, lethal battlefield.

The professional training of commanders and staffs emphasizes consistency in staff planning procedures at all levels of command. Emphasis on responsive planning (assisted by automation) in the C2 process has produced a cadre of professional, highly-trained staff officers. Thoroughly educated in all aspects of strategy, operations, and tactics, these officers are capable of functioning from the General Staff down to tactical level.

Operational commanders must be equipped to control the full scope of combined arms, joint, interagency, and multinational activity. The OPFOR operational C2 structure is designed to facilitate this control.

Command and Support Relationships

OPFOR units are organized using four command and support relationships, summarized in Figure 2-1 and described in the following paragraphs. These relationships may shift during the course of an operation in order to best align the force with the tasks required. The general category of subordinate units includes both constituent and dedicated relationships; it can also include interagency and multinational (allied) subordinates.

Figure 2-1. Command and Support Relationships

Relationship	Commanded by	Logistics from	Positioned by	Priorities from
Constituent	Gaining	Gaining	Gaining	Gaining
Dedicated	Gaining	Parent	Gaining	Gaining
Supporting	Parent	Parent	Supported	Supported
Affiliated	Self	Self or Parent	Self	Mutual Agreement

Constituent. Constituent units are those forces assigned directly to a unit and forming an integral part of it. They may be organic to the table of organization and equipment of the administrative structure forming the basis of a given unit, assigned at the time the unit was created, or attached to it after its formation.

Dedicated. Dedicated is a command relationship identical to constituent with the exception that a dedicated unit still receives logistics support from a parent organization of similar type. An example of a dedicated unit would be the case where one or two surface-to-surface missile (SSM) battalions from an SSM brigade could be dedicated to an operational-strategic command (OSC). Since the OSC does not otherwise possess the technical experts

or transloading equipment for missiles, the dedicated relationship permits the SSM battalion(s) to fire exclusively for the OSC while still receiving its logistics support from the parent SSM brigade. In OPFOR plans and orders, the dedicated command and support relationship is indicated by (DED) next to a unit title or symbol.

Supporting. Supporting units continue to be commanded by and receive their logistics from their parent headquarters, but are positioned and given mission priorities by their supported headquarters. This relationship permits supported units the freedom to establish priorities and position supporting units while allowing higher headquarters to rapidly shift support in dynamic situations. The supporting unit does not necessarily have to be within the supported unit's area of responsibility (AOR). An example of a supporting unit would be a fighter-bomber regiment supporting an OSC for a particular phase of the strategic campaign plan (SCP) but ready to rapidly transition to a different support relationship when the OSC becomes the theater reserve in a later phase. In OPFOR plans and orders, the supporting command and support relationship is indicated by (SPT) next to a unit title or symbol.

Affiliated. Affiliated organizations are those operating in a unit's AOR that the unit may be able to sufficiently influence to act in concert with it for a limited time. No command relationship exists between an affiliated organization and the unit in whose AOR it operates. Affiliated organizations are typically nonmilitary or paramilitary groups such as criminal cartels, insurgencies, terrorist cells, or mercenaries. In some cases, affiliated forces may receive support from the OSC as part of the agreement under which they cooperate. Although there would typically be no formal indication of this relationship in OPFOR plans and orders, in rare cases (AFL) is used next to unit titles or symbols.

Strategic-Level Organization

The National Command Authority (NCA) is responsible for the preparation and conduct of strategic campaigns. It also resolves issues regarding the overall wartime situation of the State and the allocation of strategic resources. The NCA allocates forces and establishes general plans for the conduct of national strategic campaigns.

General Staff

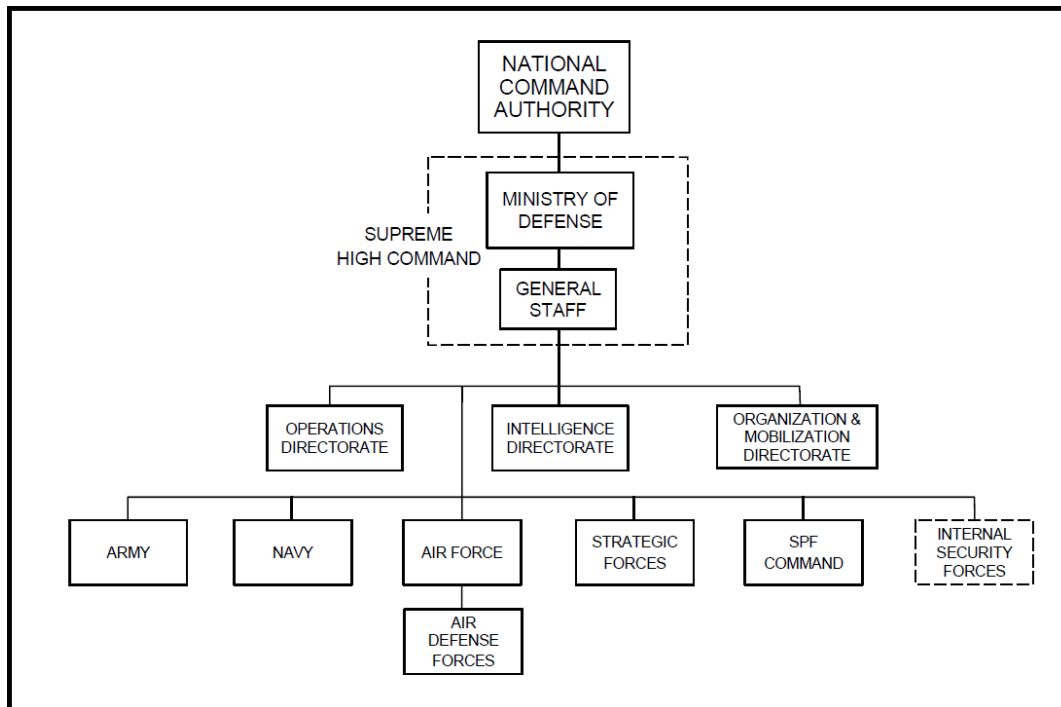


Figure 2-2. Supreme High Command

The General Staff is a major link in the centralization of military command at the national level, since it provides staff support and acts as the executive agency for the NCA. Together with the Ministry of Defense (MOD), the General Staff forms the Supreme High Command (SHC) in wartime. (See Figure 2-2.) The General Staff has direct control over the six services, and all military forces report through it to the NCA. The Chief of the General Staff (CGS) commands the SHC. The General Staff consists of three functional directorates. These are the Operations, Intelligence, and Organization and Mobilization directorates

Working with the staffs of each of the services, the Operations Directorate of the General Staff drafts the military SCP for the CGS. Once the CGS approves the military SCP, it becomes part of the national SCP, and the General Staff issues it to appropriate operational-level commanders. During peacetime and preparation for war, the Operations Directorate continues to review and refine the plan. The military SCP assigns forces to operational-level commands and designates AORs for those commands.

During combat operations, the Operations Directorate is responsible, along with the Intelligence Directorate, for maintaining a continuous estimate of the situation for the SHC. Because of the uncertainties of combat, the Operations Directorate continually reevaluates the military SCP and modifies it or develops a new plan based on guidance from the CGS. The Organization and Mobilization Directorate determines the assets that each component of the military needs to execute its portion of the national strategic campaign.

Theater Headquarters

For the State, a theater is a clearly defined geographic area in which the OPFOR plans to conduct or is conducting military operations. Within its region, the State may plan or conduct a strategic campaign in a single theater or in multiple theaters, depending on the situation. The General Staff may create one or more separate theater headquarters, even in peacetime, for planning purposes. However, no forces would be subordinated to such a headquarters until the activation of a particular SCP.

A theater headquarters provides flexible and responsive control of all theater forces. When there is only one theater, as is typical, the theater headquarters may also be the field headquarters of the SHC, and the CGS may also be the theater commander. Even in this case, however, the CGS

may choose to focus his attention on national strategic matters and to create a separate theater headquarters, commanded by another general officer, to control operations within the theater.

When parts of the strategic campaign take place in separated geographical areas and there is more than one major line of operations, the OPFOR may employ more than one theater headquarters, each of which could have its own theater campaign plan. In this case, albeit rare, the SHC field headquarters would be a separate entity exercising control over the multiple theater headquarters.

Theater command provides flexibility to the OPFOR, since the existence of one or more separate theater headquarters enables the SHC to focus on the strategic campaign and sustaining the forces in the field. A theater headquarters acts to effectively centralize and integrate General Staff control over theater-wide offensive and/or defensive operations. The chief responsibility of this headquarters is to exercise command over all forces assigned to a theater in accordance with mission and aim assigned by the SHC. A theater headquarters links the operational efforts of the OPFOR to the strategic efforts and reports directly to the SHC.

Administrative Force Structure

The OPFOR has an administrative force structure that manages its military forces in peacetime. This structure is the aggregate of various military headquarters, organizations, facilities, and installations designed to man, train, and equip the forces. In peacetime, forces are commonly grouped into corps, armies, or army groups for administrative purposes. An army group can consist of several armies, corps, or separate divisions and brigades. The administrative force structure also has responsibility for disaster management and support to other State agencies. In some cases, forces may be grouped administratively under geographical commands designated as military regions or military districts.[1] Normally, these administrative groupings differ from the OPFOR's go-to-war (fighting) force structure.

The administrative force structure includes all components of the Armed Forces—not only regular, standing forces (active component), but also reserve and militia forces (reserve component). For administrative purposes, both regular and reserve forces come under the headquarters of their respective service component. Each of the six service components is responsible for manning, equipping, and training of its forces and for organizing them within the administrative force structure.

If the General Staff or SHC elects to create more than one theater headquarters, it may allocate parts of the administrative force structure to each of the theaters, normally along geographic lines. One example would be to divide Air Force assets into theater air armies. Another would be to assign units from the Special-Purpose Forces (SPF) Command to each theater, according to theater requirements.

The administrative force structure also includes some assets centrally controlled at the national level. For instance, major portions of the Air Force, Navy, Strategic Forces, and the SPF Command often remain under the direct control of their respective service component headquarters. The Army component headquarters may retain centralized control of certain elite units of the ground forces, including airborne units and Army SPF. This permits flexibility in the employment of these relatively scarce assets in response to national-level requirements. In peacetime, the internal security forces are under the administrative control of the Ministry of the Interior. The pool of national assets also includes major logistics facilities and installations.

In wartime, the normal role of administrative commands is to serve as force providers during the creation of operational- and tactical-level fighting commands. After transferring control of its major fighting forces to one or more task-organized fighting commands, an administrative headquarters, facility, or installation continues to provide depot- and area support-level administrative, supply, and maintenance functions. (See Chapter 12.) A geographically-based administrative command also provides a framework for the continuing mobilization of reserves

to complement or supplement regular forces.

In rare cases, an administrative command could function as a fighting command. This could occur, for instance, when a particular administrative command happens to have just the right combination of forces for executing a particular SCP. Another case would be in times of total mobilization, when an administrative command has already given up part of its forces to a fighting command and then is called upon to form a fighting command with whatever forces remain under the original administrative headquarters.

Operational-level commands in the administrative force structure that are called upon to fight will employ the doctrine in this manual. However, they will not be able to employ joint or interagency forces effectively without additional training, staff, and C2 systems.

Operational-Level Organization

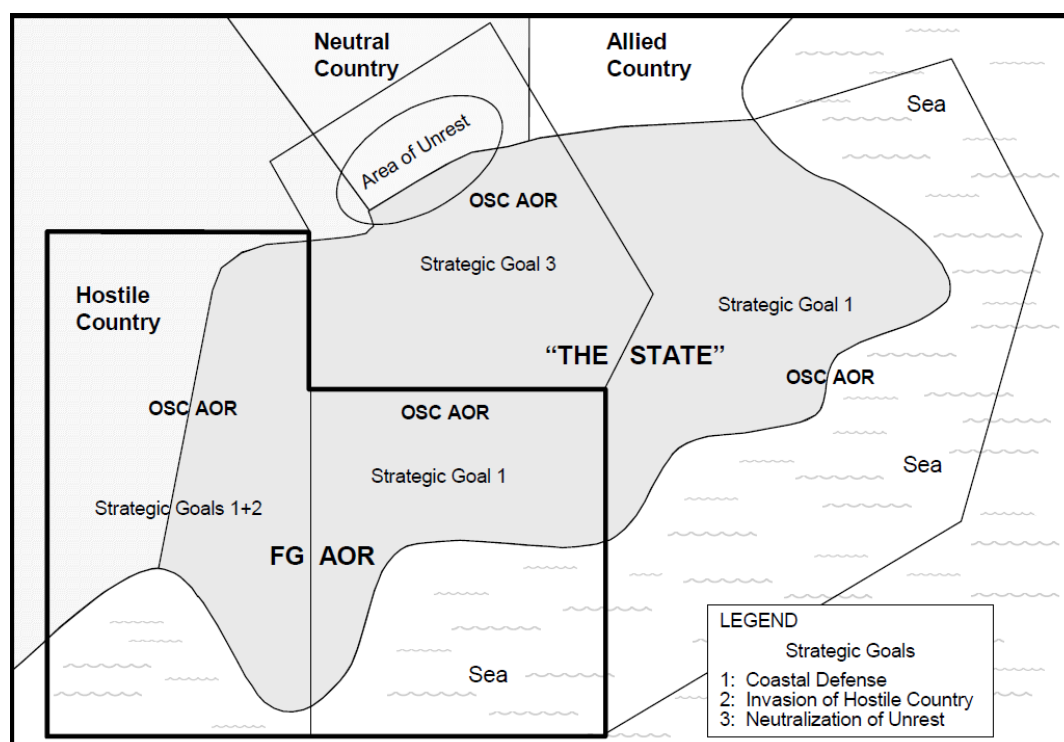


Figure 2-3. Example of FGs and OSCs in an SCP

An SCP always contains both military and nonmilitary subordinate actions. The operational level of command is that which executes military tasks assigned directly by an SCP. Operational-level commands translate actions directly supporting the SCP into an operation plan. The most common OPFOR operational-level commands are field groups (FGs) and operational-strategic commands (OSCs)[2]. Figure 2-3 shows one example of FG and OSC missions within such a hypothetical SCP.

There is also the possibility that a division or division tactical group (DTG) could be directly subordinate to the SHC in the fighting force structure and thus perform tasks assigned directly by an SCP. In such cases, the OPFOR would consider the divisions or DTGs to be operational-level commands. More typically, however, they perform tactical missions as subordinates of an FG or OSC. (For more detail of divisions and DTGs and their tactics, see FM 7-100.2.)

The SCP specifies the geographic AOR within which the operational-level command's allocated forces are intended to operate. A single SCP could include more than one strategic goal. Thus, a particular FG or OSC could be task organized to achieve one or more goals within its assigned AOR.

Field Group

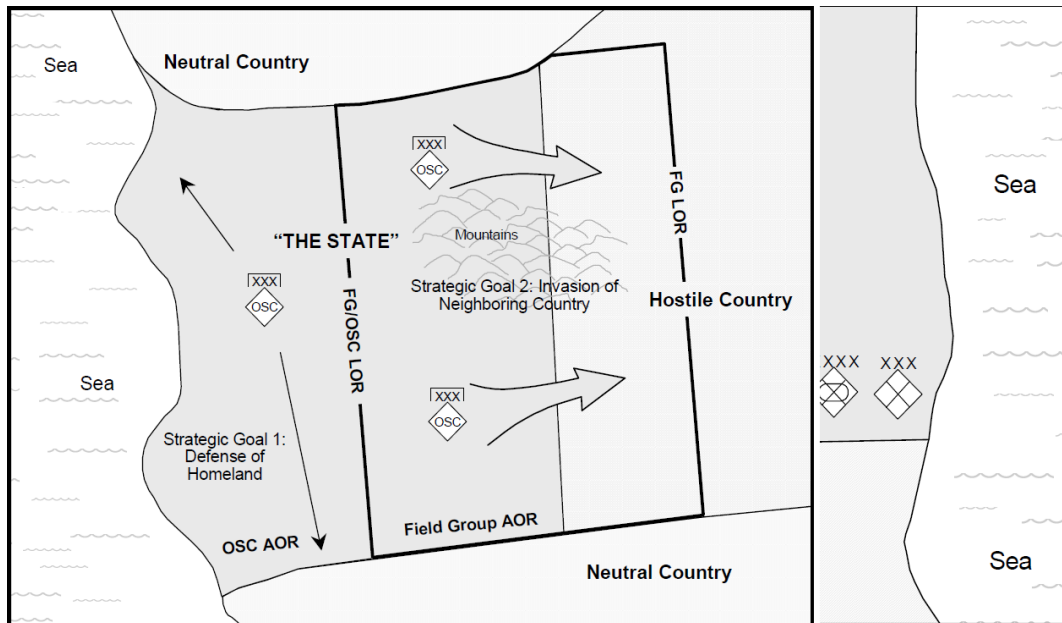


Figure 2-4. Field Group in Control of Multiple OSCs in a Major Military Effort

A field group is the largest operational-level organization, since it has one or more smaller operational-level commands subordinate to it. An FG is a grouping of subordinate organizations with a common headquarters, a common AOR, and a common operation plan. FGs are always joint and interagency organizations and are often multinational. However, this level of command may or may not be necessary in a particular SCP. An FG may be organized when the number of forces and/or the number of major military efforts in a theater exceeds the theater commander's desired or achievable span of control. This can facilitate the theater commander's remaining focused on the theater-strategic level of war and enable him to coordinate effectively the joint forces allocated for his use.

The General Staff does not normally form standing FG headquarters, but may organize one or more during full mobilization, if necessary. An FG can be assigned responsibilities in controlling forces in the field during adaptive operations in the homeland, or forward-focused functionally (an FG may be assigned an access-control mission). However, FGs may exist merely to accommodate the number of forces in the theater.

FGs are typically formed for one or more of the following reasons:

- An SCP may require a large number of OSCs and/or operational-level commands from the administrative force structure. When the number of major military efforts in a theater exceeds the theater commander's desired or achievable span of control, he may form one or more FGs. (See Figure 2-4.)
- In the rare cases when multiple operational-level commands from the administrative force structure become fighting commands, they could come under the command of an FG headquarters. (See Figure 2-5.)
- Due to modifications to the SCP, a standing operational-level headquarters that was originally designated as an OSC headquarters may receive one or more additional major operational-level commands from the administrative force structure as fighting commands. Then the OSC headquarters would transition into an FG headquarters.

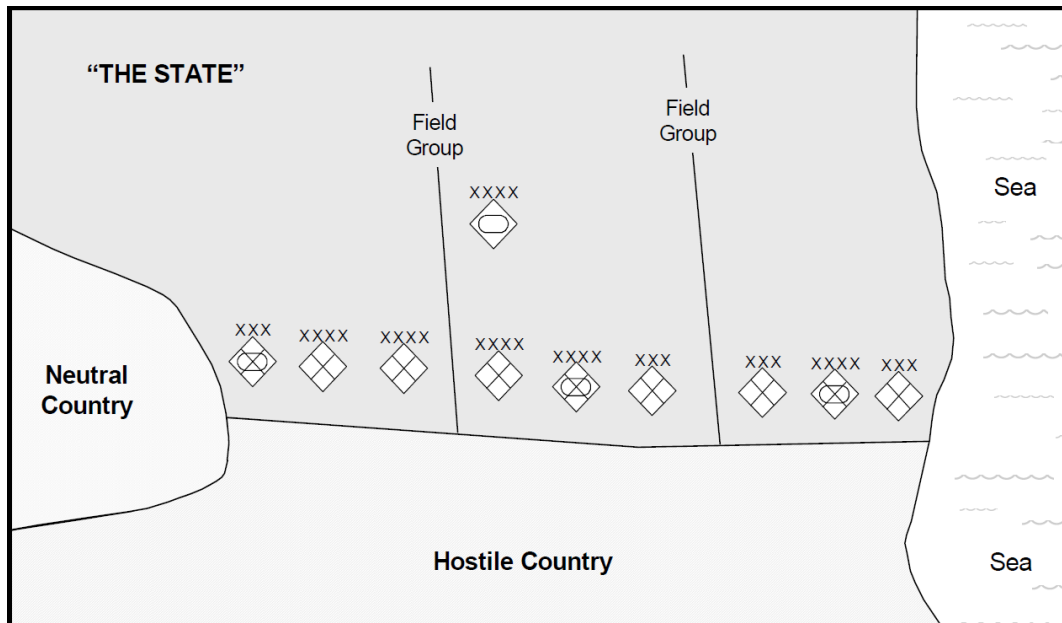


Figure 2-5. Field Groups Consisting of Multiple Operational-Level Commands from the Administrative Force Structure

In the first two cases, a separate FG staff would be formed and identified as having control over two or more OSCs (or operational-level commands from the administrative force structure) as part of the same SCP. In the third case, the original OSC headquarters would be redesignated as an FG headquarters. In any case, the FG command group and staff would be structured in the same manner as those of an OSC.

Operational-Strategic Command

The OPFOR's primary operational organization is the OSC. Once the General Staff writes a particular SCP, it forms one or more standing OSC headquarters. Each OSC headquarters is capable of controlling whatever combined arms, joint, interagency, or multinational operations are necessary to execute that OSC's part of the SCP. However, the OSC headquarters does not have any forces permanently assigned to it.

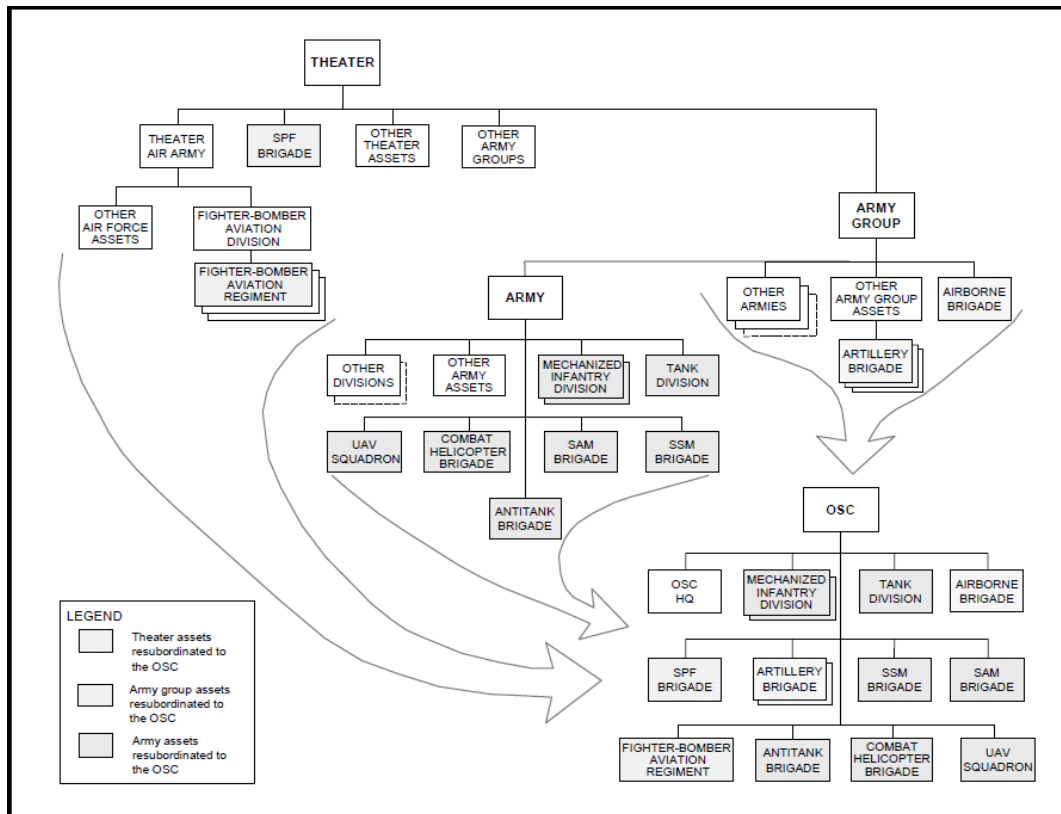


Figure 2-6. Allocation of Forces to an OSC (Example)

Figure 2-6 shows an example of allocation of forces to an OSC. The units allocated from the administrative force structure to form the OSC typically come from an army group, army, or corps (or perhaps a military district or military region) or from forces directly subordinate to a service headquarters. There can also be cases where forces from the services have initially been allocated to a theater headquarters and are subsequently re-allocated down to the OSC. The organizations shown under the OSC, like those shown under the theater headquarters in this example, indicate a pool of assets made available to that command. The commander receiving these assets may choose to retain them at his own level of command, or he may choose to sub-allocate them down to one or more of his subordinates for their use in their own task organization.

When the NCA decides to execute a particular SCP, each OSC participating in that plan receives appropriate units from the OPFOR's administrative force structure, as well as interagency and/or multinational forces. Forces subordinated to an OSC may continue to depend on the administrative force structure for support.

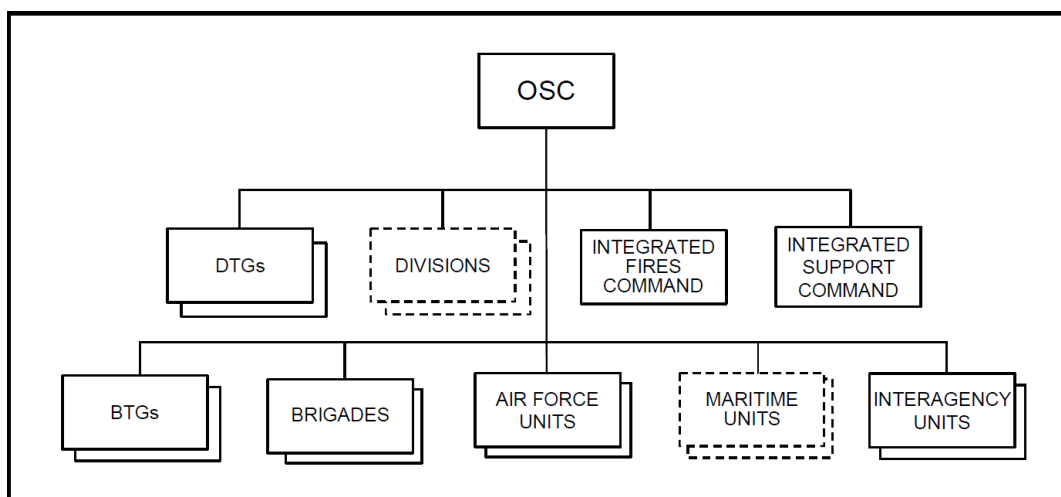


Figure 2-7. Possible OSC Organization (Example)

If a particular OSC has contingency plans for participating in more than one SCP, it could receive a different set of forces under each plan. In each case, the forces would be task organized according to the mission requirements in the given plan. Thus, each OSC consists of those division-, brigade-, and battalion-size organizations allocated to it by the SCP currently in effect. These forces also may be allocated to the OSC for the purpose of training for a particular SCP. When an OSC is neither executing tasks as part of an SCP nor conducting exercises with its identified subordinate forces, it exists as a planning headquarters.

Figure 2-7 shows an example of the types of organizations that could make up a particular OSC organization. The numbers of each type of subordinate and whether they actually occur in a particular OSC can vary. As shown in this example, the composition of an OSC is typically joint, with Air Force and possibly maritime (naval or naval infantry) units, and it can also be interagency. If some of the allocated forces come from another, allied country, the OSC could be multinational. The simplified example of an OSC shown here does not show all the combat support and combat service support units that would be present in such an organization. Many of these support units are found in the integrated fires command (outlined below) and the integrated support command (outlined below and in Chapter 12). Other support units could be allocated initially from the administrative force structure to the OSC, which further allocates them to its tactical subordinates.

Once allocated to an OSC, a division or brigade often receives augmentation that transforms it into a DTG or brigade tactical group (BTG), respectively. However, an OSC does not have to task organize subordinate divisions and brigades into tactical groups. Most divisions would become DTGs, but maneuver brigades in the administrative force structure may be sufficiently robust to accomplish their mission without additional task organization.

The OPFOR has great flexibility regarding possible OSC organizations for different missions. There is virtually no limit to the possible permutations that could exist. The allocation of organizations to an OSC depends on what is available in the State's administrative force structure, the mission requirements of that OSC, and the requirements of other operational-level commands.

Tactical-Level Organizations

In the OPFOR's administrative force structure, the largest tactical-level organizations are divisions and brigades. In wartime, they are often subordinate to a larger, operational-level command. However, they may also be directly subordinate to a theater headquarters or to the SHC. In either wartime role, a division or brigade may receive additional assets that transform it into a tactical group.

A tactical group is a task-organized division or brigade that has received an allocation of additional land forces in order to accomplish its mission. These additional forces may come from within the Ministry of Defense, from the Ministry of the Interior, or from affiliated forces. Typically, these assets are initially allocated to an OSC or FG, which further allocates them to its tactical subordinates. If the tactical group operates as a separate command, it may receive additional assets directly from the theater headquarters or the SHC that are necessary for it to carry out an operational-level mission. The same higher command that augments a division or brigade to transform it into a tactical group can also use some units from one division or brigade to augment tactical groups based on other divisions or brigades.

The purpose of a tactical group is to ensure unity of command for all land forces in a given AOR. Tactical groups formed from divisions are division tactical groups (DTGs), and those from brigades are brigade tactical groups (BTGs).

If a DTG has a mission directly assigned by an SCP, it acts as an operational-level command. If a DTG has a mission assigned by an intermediate operational-level command (such as an FG or an OSC), then it acts as a tactical-level command. In either of those cases, the original division

headquarters becomes the DTG headquarters.

Integrated Fires Command

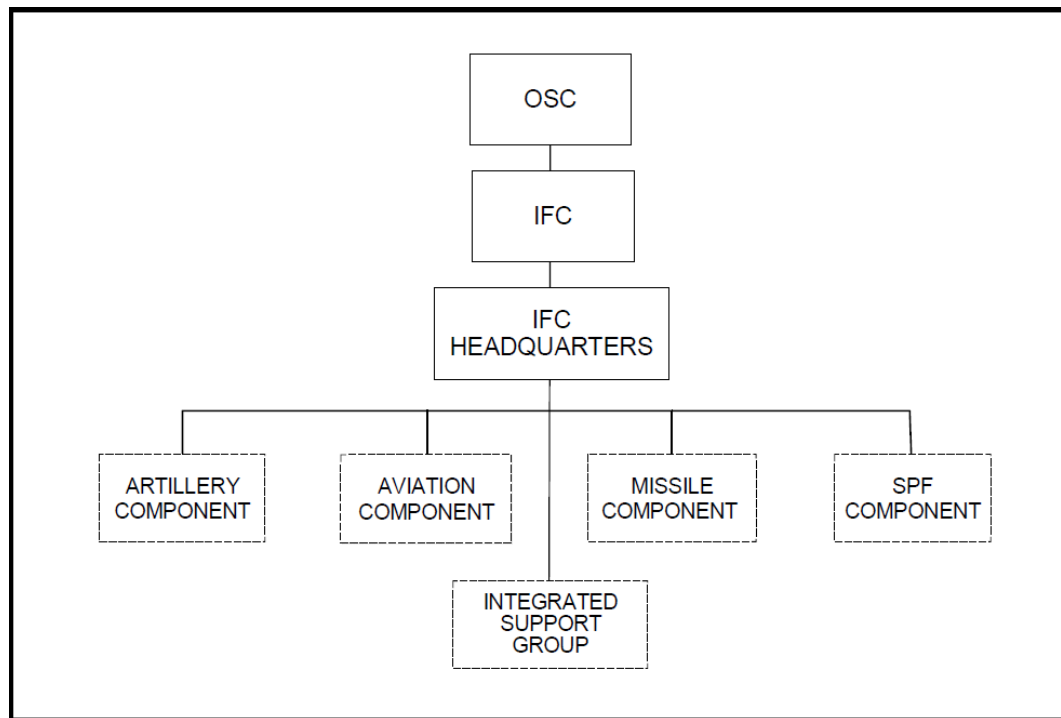


Figure 2-8. Possible IFC Components in an OSC

The integrated fires command (IFC) is a combination of a standing C2 structure and task organization of constituent and dedicated fire support units. (See Figure 2-8.) All division-level and above OPFOR organizations possess an IFC C2 structureâ staff, communications and intelligence architecture, and automated fire control system (AFCS). The IFC exercises command of all constituent and dedicated fire support assets retained by its level of command. This includes aviation, artillery, and missile units. It also exercises command over all reconnaissance, intelligence, surveillance, and target acquisition (RISTA) assets allocated to it.[3]

The mission of the IFC is to execute all fire support tasks required to accomplish the unit mission. It is designed toâ

- Exploit the combat power inherent in carefully integrated ground and air fire support actions.
- Reduce the amount of time from target acquisition to attack to the absolute minimum.
- Permit fire support assets to mass their effects without having to operate in concentrated formations.
- Ensure the optimal fire support asset(s) are assigned any given mission.
- Ensure the commanderâ priorities for fire support are adhered to.
- Act, if necessary, as the organizationâ alternate command structure.
- Integrate the effects of fires from units placed in support of the organization.

The number and type of fire support and RISTA units allocated to an IFC is mission-dependent. The IFC is not organized according to a table of organization and equipment, but is task organized to accomplish the missions assigned.

IFC Headquarters

The aviation component is a task organization tailored for the conduct of aviation operations. The aviation component is task organized to provide a flexible and balanced air combat organization capable of providing air support to the OSC commander. It may be organized around an Air Force aviation regiment or an air army, or parts of these, as required by the mission. It may also include rotary-wing assets from army aviation. It includes ground attack aviation capability as well as requisite ground and air service support assets. The IFC commander exercises control through facilities provided by the airspace operations subsection of the OSC staff and/or the aviation unit(s).

Missile Component

The missile component is a task organization consisting of long-range missiles or rockets capable of delivering conventional or nuclear, biological, and chemical (NBC) munitions. It is organized around an SSM or rocket battalion or brigade and includes the appropriate logistics support assets. Missile and rocket units may come from the Strategic Forces or from other parts of the administrative force structure (where they may be part of a corps, army, or army group).

The State considers the long-range rocket and missile capability, even when delivering conventional munitions, the responsibility of the NCA. For example, the SHC or theater commander may allocate Strategic Forces assets to an IFC in order to use long-range missiles and rockets to advance State political ends during regional, transition, or adaptive operations. Unable to mount robust air campaigns, the State can use these weapons to mount an equivalent effort.

Special-Purpose Forces Component

The SPF component normally consists of assets from an SPF brigade. Personnel of such a brigade are specially trained for insertion in small SPF teams. These assets provide the OPFOR the ability to attack both regional and extraregional enemies throughout their tactical, operational, and strategic depth. SPF assets are inserted in advance of regional operations and in support of transition and adaptive operations. They are an essential part of the concept of using all means necessary and are critical to access-control operations. SPF assigned to the Army, Air Force, and Navy are designed for use at the operational level. The national-level SPF Command has its own SPF units.

The SPF conduct operations to achieve strategic military, political, economic, and/or psychological objectives or achieve tactical or operational goals in support of strategic objectives. Such operations may have either long-range or immediate impact on the enemy. The OPFOR concept of SPF operations includes reconnaissance, direct action, and diversionary measures. The SPF component of the IFC has a capability to support terrorist and irregular forces operations.

If an OSC has received SPF units, it may further allocate some of these units to supplement the long-range reconnaissance assets a division or DTG has in its own IFC. However, the scarce SPF assets normally would remain at OSC level.

Integrated Support Group

The integrated support group (ISG) is a compilation of units performing logistics tasks that support the IFC. Other combat support and combat service support units may be grouped in this component for organizational efficiency although they may support only one of the major units of the IFC. The ISG is discussed in detail in Chapter 12. It can perform the same functions as the integrated support command (see below and in Chapter 12), but on a different scale and tailored to the support requirements of the IFC.

Integrated Support Command

The integrated support command (ISC) is the aggregate of combat service support units (and perhaps some combat support units) allocated from the administrative force structure to an OSC and not suballocated in a constituent or dedicated command relationship to a subordinate headquarters within the OSC. The OSC further allocates part of its combat service support units to its tactical-level subordinates and some, as an ISG, to support its IFC. The rest remain in the ISC at OSC level to provide overall support of the OSC. For organizational efficiency, other combat service support units may be grouped in this ISC, although they may support only one of the major units of the OSC. Sometimes, an ISC might also include units performing combat support tasks (such as chemical warfare, IW, or law enforcement) that support the OSC. (See Chapter 12 for more detail on the ISC.)

Organizing the Operational Battlefield

The OPFOR organizes the battlefield in such a way that it can rapidly transition between offensive and defensive operations and between linear and nonlinear operations. This flexibility can help the OPFOR adapt and change the nature of the conflict to something for which the enemy is not prepared.

Battlefield Geometry

The OPFOR recognizes the complexity of the modern battlefield. This will often lead to situations where part of the OPFOR may be able to effectively operate in a linear fashion, while other parts may be able to (or need to) conduct nonlinear operations. The OPFOR's understanding of what makes a battlefield linear or nonlinear is based on general military theory accepted by the armed forces of many countries. Battlefield geometry can be described in two dimensions: the relationship of units to each other, the enemy, and their support base; and the expected effects of that relationship.

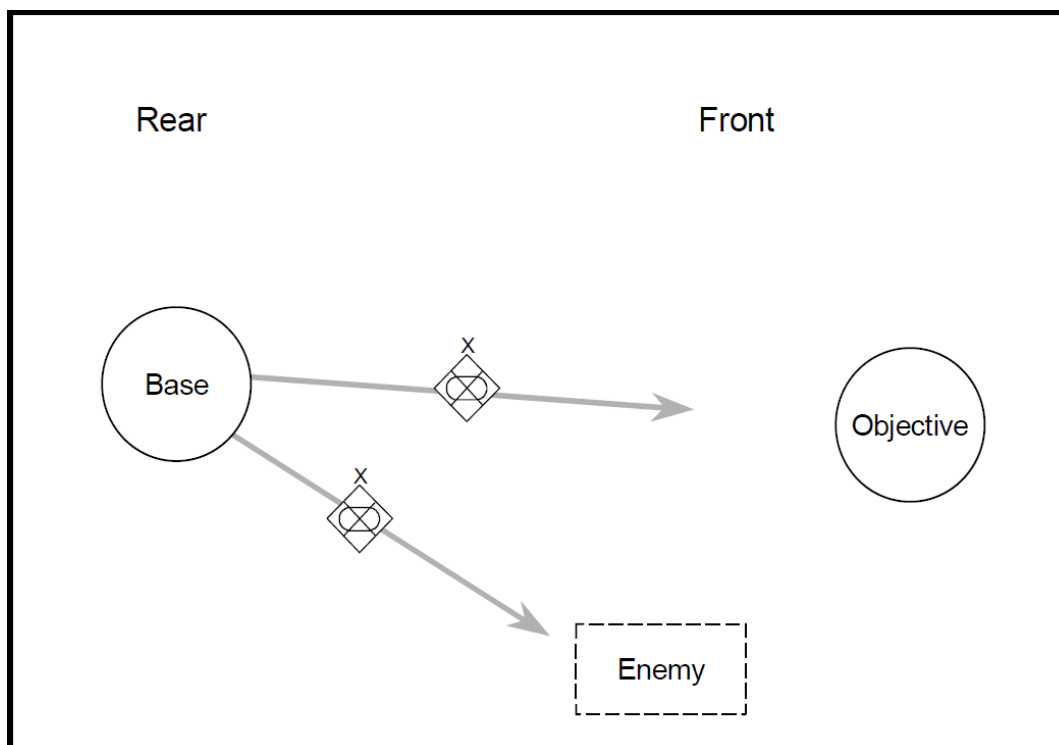
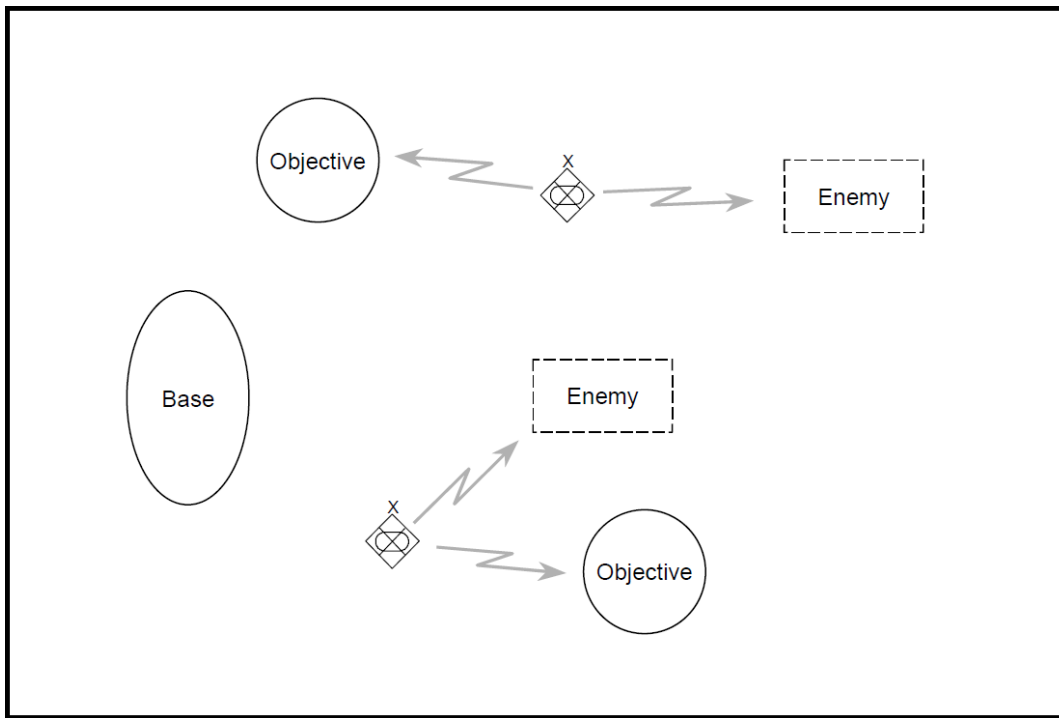


Figure 2-10. Linear Operations



Linear Operations. Some military operations develop along a secure line from a base toward a geographically-based objective. These linear operations are characterized by an easily definable front and rear across the entire force. Orientation of the bulk of the force is in one general direction, defined as the front, normally facing the enemy and/or the objective. (See Figure 2- 10.) During linear operations, the flanks of units are normally protected by other units, natural terrain features, or manmade obstacles.

Nonlinear Operations. Military operations that seek to complete a force- or systems-based mission, with no secure connection to a base and no easily defined front and rear across the force, are nonlinear. Orientation of the force is determined by the location of the immediate threat or the objective. (See Figure 2-11.) In most cases, units in a nonlinear environment rely on movement, deception, cover, and concealment to provide protection for potentially exposed portions of the force.

Expected Effects. The OPFOR considers the difference between linear and nonlinear operations less in terms of geography and more in terms of effects desired. Linear operations normally produce small effects from small actions and large effects from large actions (or perhaps large effects from an aggregation of small actions)â a linear relationship. Linear operations are proportional and additive, and typically produce a predictable, measurable effect. In contrast, this relationship may not always be present in nonlinear operations, which can produce large effects from small actions. In some cases, small actions produce small effects or no effects at all. Thus, nonlinear operations produce disproportionate, often unpredicted effects.

The OPFOR believes the worst of all possible situations is for a force to be operating in a linear mode against an enemy that can operate freely throughout the battlespace with excellent situational awareness and significant forces and fires. The OPFOR seeks, as a base case, to create such a situation for its enemies.

Areas of Responsibility

OPFOR organizations are given a specific area of responsibility. An AOR is a clearly defined geographic area with associated airspace. An AOR is bounded by a limit of responsibility (LOR) beyond which the organization may not operate or fire without coordination through the next-higher headquarters. AORs may be linear or nonlinear in nature (see Figures. 2-12 and 2-13 for examples; see Chapters 3 and 4 for additional examples). Linear AORs may contain subordinate

nonlinear AORs and vice versa.

AORs normally consist of three basic zones: the battle zone, the disruption zone, and the support zone. An AOR may also contain one or more attack and/or kill zones. Zones may be linear or nonlinear in nature. These zones have the same basic purposes within each type of offensive and defensive operation (see Chapters 3 and 4). The size of these zones depends on the size of the OPFOR units involved, engagement ranges of weapon systems, the terrain, and the nature of the enemy's operation.

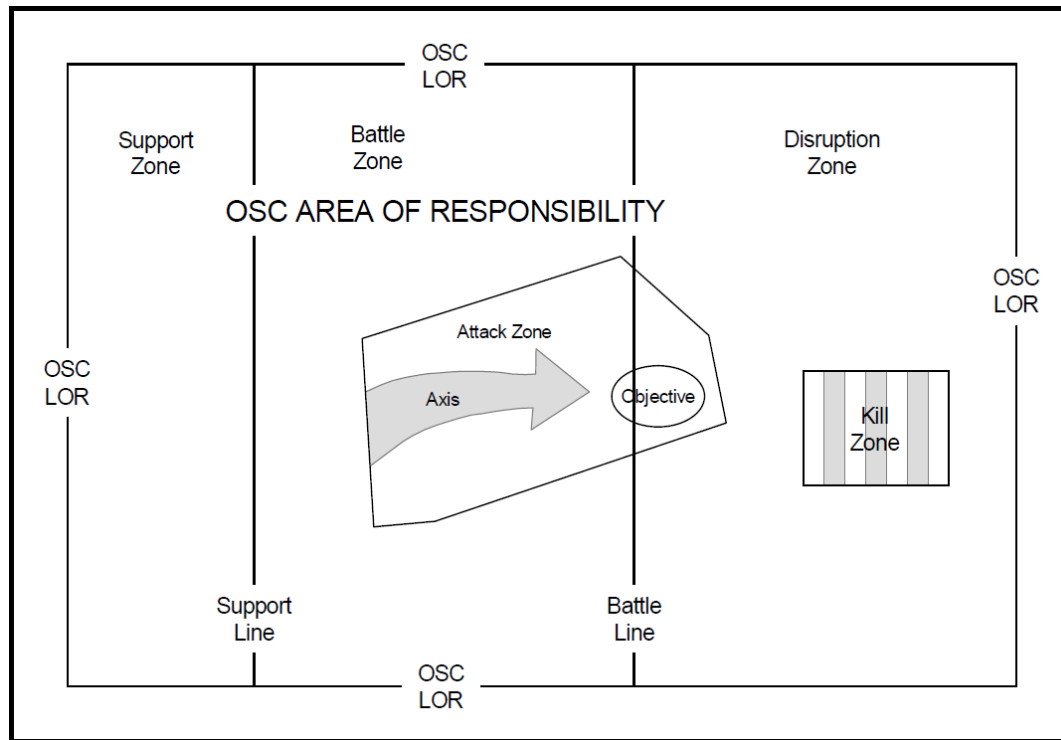


Figure 2-12. Linear AOR Example

An AOR is not required to have all of these zones in any particular situation. A particular command might have a battle zone and no disruption zone. It might not have a battle zone, if it is the disruption force of a higher command. If it is able to forage, it might not have a support zone. (See examples in Figure 2-13.)

Within the overall LOR, the OPFOR normally refers to two types of control lines. The battle line separates the battle zone from the disruption zone. The support line separates the support zone from the battle zone. LORs give maximum latitude to the subordinate commander. Within the LOR, the commander has the flexibility to do as he sees fit unless the higher commander also assigns a kill zone, which he proposes to support with additional resources.

An operation plan or directive normally defines AORs and zones by specifying boundary lines in terms of distinct local terrain features through which a line passes, specifying whether each terrain feature is included or excluded from the unit's AOR or zones within it. Normally, a specified terrain feature is included unless the order identifies it as excluded.

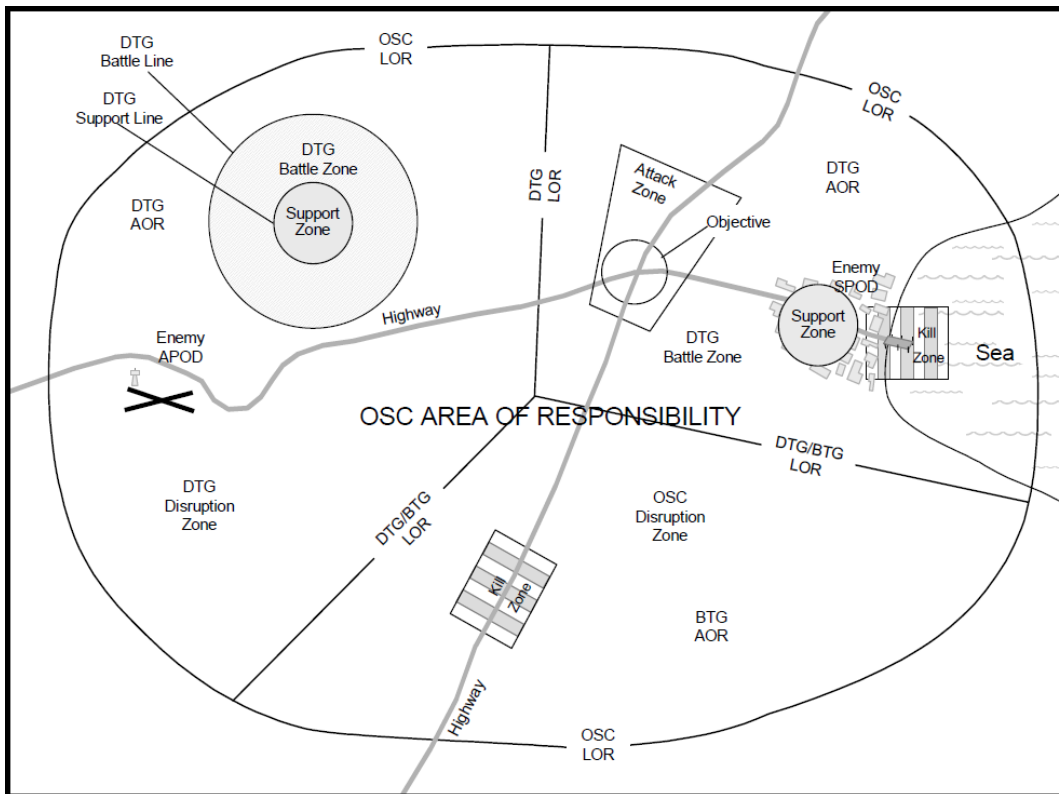


Figure 2-13. OSC Nonlinear AOR Example

In either linear or nonlinear operations, military reason normally dictates a contiguous force deployment. The OPFOR does not recognize the idea of "noncontiguous operations." Senior OPFOR commanders ensure that all parts of a theater are within the assigned AOR of some subordinate organization, whether or not ground forces are actually present or expected to operate in any given area. A given AOR or zone might be not be contiguous with other AORs of its level of command or with other zones of the same type, but the geographic area between such control measures will be identified as being in the AOR of some other organization.

In his operation plan, the commander specifies the organization of the battlefield from the perspective of his level of command. Within his unit's AOR, as defined by the next-higher commander, he designates AORs for his subordinates, along with zones, objectives, and axes related to his own overall mission. (See Chapter 3 for further discussion of objectives and axes.) Whether the overall operation plan is offensive or defensive in nature, some subordinate units are likely to be occupying defensive battle positions. (See Chapter 4 for further discussion of simple and complex battle positions.)

Disruption Zone. The disruption zone is where the OPFOR sets the conditions for successful operations by beginning the attack on the components of the enemy combat system. A successful disruption zone operation can create a window of opportunity that is exploitable in the battle zone. In the disruption zone, the OPFOR attacks specific components of the enemy's combat system in order to begin the breakdown of the system. For example, attack of all enemy engineer forces can leave a maneuver force unable to continue effective combat operations in complex terrain, exposing them to destruction by forces in the battle zone. Actions of forces in the disruption zone are detailed in Chapters 3 and 4. Disruption zones may be contiguous or non-contiguous with other disruption zones, or they may be "layered."

Battle Zone. The battle zone is the portion of the AOR where the OPFOR expects to conduct decisive operations. Using all components of its combat power, the OPFOR will engage the enemy and defeat him in this zone. Units operating in the battle zone can have various missions and objectives, depending on the nature of the overall offensive or defensive operation (see Chapters 3 and 4).

An FG or OSC does not form an operational-level battle zone per se; rather, it is the aggregate of the battle zones of its subordinate units. In a nonlinear operation, multiple, noncontiguous battle zones may exist, and within each a certain task would be assigned to the OPFOR unit or units charged to operate in that space. The battle zone provides the commander of each of those units the battlespace in which to frame his operations.

Support Zone. The support zone is that area of the battlespace designed to be free of significant enemy action and to permit the effective logistics and administrative support of forces. Security forces operate in the support zone in a combat role to defeat enemy special operations forces and other threats. Camouflage, concealment, cover, and deception (C3D) measures occur throughout the support zone to protect the force from standoff RISTA and precision attack. The OSC support zone may be dispersed within the support zones of subordinate tactical units, or the OSC may have its own support zone that is separate from subordinate AORs. The support zone may be in a sanctuary that is noncontiguous with other zones of the AOR.

Attack Zone. An attack zone is given to a subordinate unit with an offensive mission, to delineate clearly where forces will be conducting offensive maneuver. Attack zones are often used to control offensive action by a subordinate unit inside a larger defensive operation.

Kill Zone. A kill zone is a designated area on the battlefield where the OPFOR plans to destroy a key enemy target, usually by fires. A kill zone may be within the disruption zone or the battle zone. In defensive operations, it could also be in the support zone.

Command Group and Staff

Within the C2 structure, the headquarters includes the command group and the staff. (See Figure 2-14.) These elements perform the functions required to control the activities of forces preparing for and conducting combat. The primary functions of headquarters are to:

- Make decisions.
- Plan combat actions that accomplish those decisions.
- Acquire and process the information needed to make and execute effective decisions.
- Support the missions of subordinates.

The commander exercises C2 functions through his staff and subordinate commanders.

Command Group

The command group consists of the commander, deputy commander, and chief of staff. Together, they direct and coordinate the activities of the staff and of subordinate forces.

Commander. The commander directs subordinate commanders and, through his staff and liaison teams, controls any supporting units. OPFOR commanders have complete authority over their subordinates and overall responsibility for those subordinates' actions. This centralized authority enables the commander to maintain troop discipline and unity and to act decisively. Under the fluid conditions of modern warfare, even in the course of carefully planned operations, the commander must accomplish assigned missions on his own initiative without constant guidance from above.

The commander is responsible for the combat capability of subordinate units, the organization of combat operations, the maintenance of uninterrupted C2, and the successful conduct of combat missions. He examines and analyzes the mission he receives (that is, he determines his forces' place in the senior commander's concept of operations). He may do this alone or jointly with the chief of staff. He then gives instructions to the chief of staff on preparing his forces and staff for combat. He also provides instructions about the timing of preparations. The commander makes his own assessment of intelligence data supplied by the intelligence officer. Then, with advice from the primary staff officers, he makes an assessment of his own forces. After discussing his deductions and proposals with the operations officer and his staff, the

commander reaches a decision, issues combat missions to subordinates, and gives instructions about planning the operation. He then directs coordination within his organization and with adjacent forces and other units operating in his AOR.

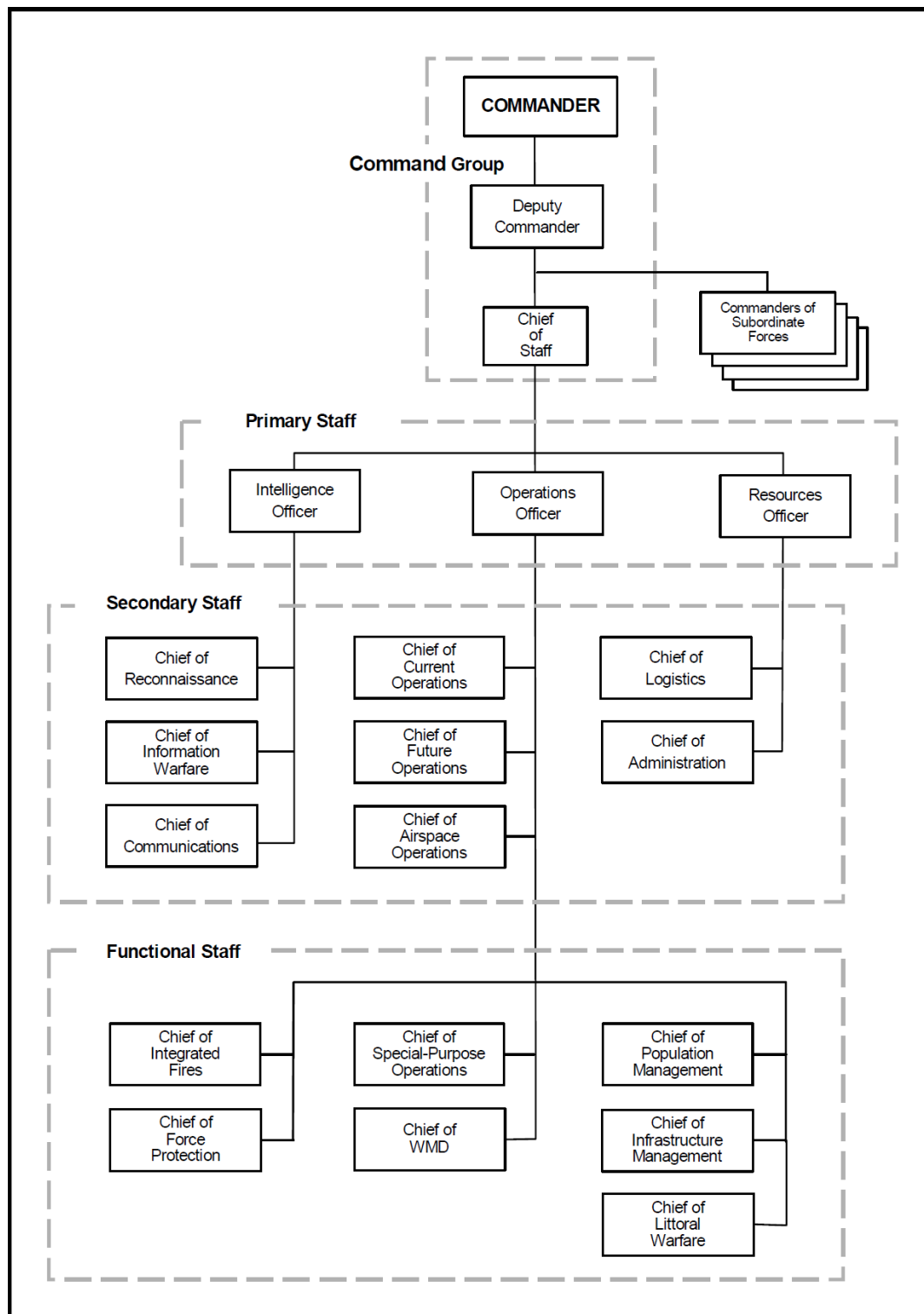


Figure 2-14. OSC Command Group and Staff

During the course of operations, the commander must constantly evaluate the changing situation, predict likely developments, and issue new combat missions in accordance with his vision of the battlefield. He also keeps his superiors informed as to the situation and character of friendly and enemy actions and his current decisions.

Deputy Commander. In the event the commander is killed or incapacitated, the DC would assume command. Barring that eventuality, the DC's primary responsibility is to command the OSC. As IFC commander, he is responsible for executing operational-level fire support in

a manner consistent with the commander's intent.

Chief of Staff. Preeminent among OPFOR staff officers is the chief of staff position (found at every level from the General Staff down to battalion). He exercises direct control over the primary staff. During combat, he is in charge of the main CP when the commander moves to the forward CP. He has the power to speak in the name of the commander and DC, and he normally countersigns all written orders and combat documents originating from the commander's authority. He alone has the authority to sign orders for the commander or DC and to issue instructions in the commander's name to subordinate units. In emergency situations, he can make changes in the tasks given to subordinate commanders. Thus, it is vital that he understands not merely the commander's specific instructions but also his general concept and train of thought. He controls the battle during the commander's absences.

The chief of staff is a vital figure in the C2A structure. His role is to serve as the director of staff planning and as coordinator of all staff inputs that assist the commander's decision making. He is the commander and DC's focal point for knowledge about the friendly and enemy situation. He has overall responsibility for providing the necessary information for the commander to make decisions. Thus, he plays a key role in structuring the overall reconnaissance effort to meet the commander's information requirements.

Staff

A staff provides rapid, responsive planning for combat activity, and then coordinates and monitors the execution of the resulting plans on behalf of the commander. Proper use of this staff allows the commander to focus on the most critical issues in a timely manner and to preserve his energies.

The staff releases the commander from having to solve administrative and technical problems, thereby allowing him to concentrate on the battle. The primary function of the staff is to plan and prepare for combat. Evaluation and knowledge of the situational elements of combat is fundamental to the decision-making process and the direction of troops. After the commander makes the decision, the staff must organize, coordinate, disseminate, and support the missions of subordinates. Additionally, it is their responsibility to train and prepare troops for combat, and to monitor the pre-combat and combat situations.

In the decision-making and planning process, the staff:

- Prepares the data and estimates the commander uses to make a decision.
- Plans and implements the basic measures for comprehensive support of a combat action.
- Organizes communications with subordinate and adjacent headquarters and the next-higher staff.
- Monitors the activities of subordinate staffs.
- Coordinates ongoing activity with higher-level and adjacent staffs during an operation.

All operational-level headquarters have the same basic organization, although each differs in size and complexity. The higher the level, the larger and more complex the staff. Therefore, the organization of command and staff elements is similar at theater, FG, or OSC.

The staff consists of three elements: the primary staff, the secondary staff and the functional staff. Figure 2-14 depicts the primary, secondary, and functional staff officers of an OSC headquarters; it does not show the liaison teams, which support the primary, secondary, and functional staff.

Primary and Secondary Staff

Each member of the primary staff heads a staff section. Within each section are two or three secondary staff officers heading subsections subordinate to that primary staff officer.

Operations Officer. The operations officer heads the operations section, and conducts planning and prepares operation plans and operational directives. Thus, the operations section is the principal staff section. It includes current operations, future operations, and airspace operations subsections, as well as the functional staff.

The operations officer is responsible for training and the formulating of plans and orders. He monitors the work of all other staff sections, remains knowledgeable of the current situation, and is ready to present information and recommendations concerning the situation. He writes combat orders and important combat reports. In coordination with the information section, the operations officer keeps the commander informed on the progress of the operation. Specific duties of the operations section includeâ

- Assisting the commander in the making and execution of combat decisions.
- Collecting information concerning the situation of friendly forces.
- Preparing and disseminating operational directives, plans and reports, summaries, and situation overlays.
- Providing liaison for the exchange of information within the headquarters and with higher, subordinate, and adjacent units.
- Organizing the main CP.
- Organizing troop movement and traffic control.
- Coordinating the organization of reconnaissance with the information section.

The chief of current operations is a secondary staff officer who proactively monitors the course of current operations and coordinates the actions of forces to ensure execution of the commanderâ intent. He serves as the representative of the commander, chief of staff, and operations officer in their absence and has the authority to control forces in accordance with the operation plan.

The chief of future operations is a secondary staff officer who heads the planning staff and ensures continuous development of future plans and possible branches, sequels, and contingencies. While the commander and the

chief of current operations focus on the current operation, the chief of future operations and his subsection monitor the friendly and enemy situations and their implications for future operations. They try to identify any developing situations that require command decisions and/or adaptive measures. They advise the commander on how and when to make adjustments to the operation plan during the fight. Planning for various contingencies and anticipated opportunities can facilitate immediate and flexible response to changes in the situation.

The chief of airspace operations (CAO) is a secondary staff officer who is responsible for the control of the OSCâ airspace. See Chapters 8 and 9 for further information on his duties.

Intelligence Officer. The intelligence officer heads the intelligence and information section, which consists of the reconnaissance subsection, the IW subsection, and the communications subsection. The intelligence officer is responsible for the acquisition, synthesis, analysis, dissemination, and protection of all information and intelligence related to and required by the OSCâ operations. He ensures the commanderâ intelligence requirements are met. He provides not only intelligence on the current and future operational environment, but also insight on opportunities for adaptive and creative responses to ongoing operations. The intelligence officer works in close coordination with the chief of future operations to establish feedback and input for future operations and the identification of possible windows of opportunity.

The intelligence officer also formulates the OSCâ IW plan and must effectively task organize his staff resources to conduct and execute IW in a manner that supports the strategic IW plan. He is responsible for the coordination of all necessary national or theater level assets in support of the IW plan and executes staff supervision over the IW and communications plans. He is supported by three secondary staff officers: the chief of reconnaissance, the chief of IW, and the chief of communications.

The chief of reconnaissance develops collection plans, gathers information, and evaluates data on the battlefield situation. During combat, he directs the efforts of subordinate reconnaissance units and reconnaissance staff subsections of subordinate units. Specific responsibilities of the reconnaissance subsection include:

- Collecting, analyzing and disseminating information on the enemy, terrain, and weather to the commander and subordinate, higher, and adjacent units.
- Organizing reconnaissance missions, including requests for aerial reconnaissance, in coordination with the operations section and in support of the IW plan.
- Preparing the reconnaissance plan, in coordination with the operations section.
- Preparing the reconnaissance portion of operation plans and operational directives.
- Preparing intelligence reports.
- Supervising the exploitation of captured enemy documents and materiel.
- Supervising interrogation and debriefing operations throughout the command.
- Providing targeting data for long-range fires.

The chief of information warfare is responsible supervising the execution of the OSC and IW plan. (Chapter 5 details the components of the IW plan.) These responsibilities include:

- Coordinating the employment of IW assets, both those constituent to the OSC and those available at the national or theater level.
- Planning for and supervising all information protection and security measures.
- Supervising the implementation of the deception and perception management plans.
- Working with the operations staff to ensure that targets scheduled for destruction support the IW plan, and if not, resolving conflicts between IW needs and operational needs.
- Recommending to the intelligence officer any necessary actions required to implement the IW plan.

The chief of communications develops a communications plan for the command that is approved by the intelligence officer and chief of staff. He organizes communications with subordinate, adjacent, and higher headquarters. The communications subsection plans the use of all forms of communications, to include satellite communications (SATCOM), wire, radio, digital, cellular, and couriers, to ensure that the commander has continuous and uninterrupted control. Specific responsibilities of the communications subsection include:

- Establishing SATCOM and radio nets.
- Establishing call signs and radio procedures.
- Organizing courier and mail service.
- Operating the command's message center.
- Supervising the supply, issue, and maintenance of signal equipment.

An additional and extremely important role of the communications officer is to ensure the thorough integration of joint, interagency, and allied forces into the OSC and C2 structure. The OSC headquarters is permanently equipped with a full range of C2 systems compatible with each of the services of the State's Armed Forces as well as with government agencies commonly operating as part of OSCs (such as special police or border guard units that were originally subordinate to the Ministry of the Interior). Other government agencies and allied partners are also the responsibility of the communications officer and he plans and provides for their C2 integration.

Resources Officer. The resources officer is responsible for the requisition, acquisition, distribution, and care of all of the command's resources, both human and materiel. He ensures the commander's logistics and administrative requirements are met and executes staff supervision over the command's logistics and administrative procedures. (Sustainment procedures are detailed in Chapter 12.) He is supported by two secondary staff officers: the chief of logistics and the chief of administration. One additional major task of the resources officer is to free the commander from the need to bring his influence to bear on priority logistics and administrative functions. He is also the officer in charge of the sustainment CP.

The chief of logistics heads the logistics system. He is responsible for managing the order, receipt, and distribution of supplies to sustain the command. He is responsible for the condition and combat readiness of armaments and related combat equipment and instruments. He is also responsible for their supply, proper utilization, repair, and evacuation. He oversees the supply and maintenance of the command's combat and technical equipment. These responsibilities encompass the essential wartime tasks of organizing and controlling the command's recovery, repair, and replacement system. During combat, he keeps the commander informed on the status of the command's equipment.

The chief of administration supervises all personnel actions and transactions in the command. His subsection maintains daily strength reports and TO&E changes; assigns personnel; requests replacements; records losses; administers awards and decorations; and collects, records, and disposes of war booty.

Functional Staff

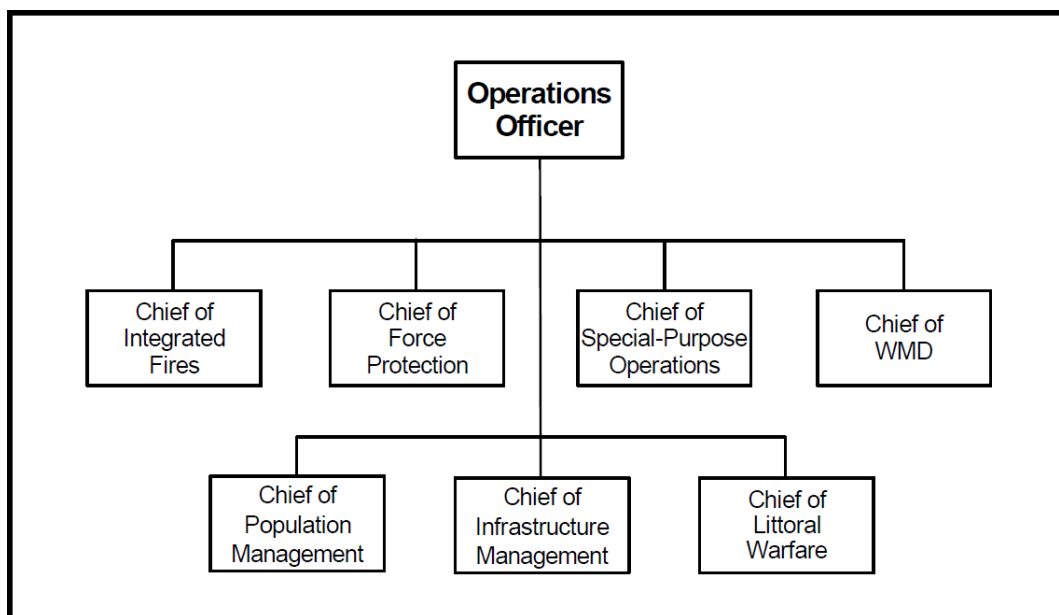


Figure 2-15. OSC Functional Staff

The functional staff consists of experts in a particular type of military operation or function (see Figure 2-15). These experts advise the command group and the primary and secondary staff on issues pertaining to their individual areas of expertise.

In peacetime, the functional staff is a cadre with personnel assigned from appropriate branches and services. It has enough personnel to allow continuous 24-hour capability and the communications and information management tools to allow them to support the commander's decision-making process and exercise staff supervision over their functional areas throughout the AOR. In wartime, the functional staff receives liaison teams from subordinate and supporting units that perform tasks in support of those functional areas.

Chief of Integrated Fires. The chief of integrated fires is responsible for integrating C2 and RISTA means with fires and maneuver. He works closely with the OSC chief of reconnaissance and the IFC staff. He also coordinates with the chief of IW to ensure that deception and protection and security measures contribute to the success of the fire support to offensive and defensive operations.

Chief of Force Protection. The chief of force protection is responsible for coordinating activities to prevent or mitigate the effects of hostile actions against OPFOR personnel, resources, facilities, and critical information. This protection includes air, space, and missile defense; NBC defense; defensive IW; counterterrorism; counterreconnaissance; and engineer survivability.

measures. This subsection works closely with those of the chief of weapons of mass destruction (WMD) and the chief of IW. Liaison teams from internal security, air defense, chemical defense, and engineer forces provide advice within their respective areas of protection.

Chief of Special-Purpose Operations. The chief of special-purpose operations is responsible for planning and coordinating the actions of SPF units allocated to an OSC. When possible, this subsection receives liaison teams from any affiliated forces that act in concert with the SPF.

Chief of Weapons of Mass Destruction. The chief of WMD is responsible for planning the offensive use of WMD. This functional staff element receives liaison teams from any subordinate or supporting units that contain WMD delivery means.

Chief of Population Management. The chief of population management is responsible for coordinating the actions of Internal Security Forces, as well as psychological warfare, perception management, civil affairs, and counterintelligence activities. There is always a representative of the Ministry of the Interior, and frequently one from the Ministry of Public Information. This subsection works closely with the chief of IW and receives liaison teams from psychological warfare, civil affairs, counterintelligence, and Internal Security Forces units allocated to the OSC or operating within the OSC's AOR.

Chief of Infrastructure Management. The chief of infrastructure management is responsible for establishing and maintaining roads, airfields, railroads, hardened structures (warehouses and storage facilities), inland waterways, ports, and pipelines. He coordinates with the OSC resources officer regarding improvement and maintenance of supply and evacuation routes. He exercises staff supervision or cognizance over the route construction and maintenance functions of both civil and combat engineers operating in the OSC's AOR. He coordinates with civilian agencies and the OSC chief of communications to ensure adequate telecommunications support.

Chief of Littoral Warfare. The chief of littoral warfare is responsible for planning and coordinating coastal defense and amphibious operations. His subsection includes liaison teams from not only naval and naval infantry units, but also any ground forces, aviation, air defense, airborne, SPF, or affiliated forces that participate in or support the coastal defense or amphibious operation. He also coordinates with border guard units assigned to patrol coastal border areas.

Liaison Teams

Liaison teams support the staff with detailed expertise in the mission areas of their particular branch or service and provide direct communications to subordinate and supporting units executing missions in those areas. Liaison team leaders speak for the commanders of their respective units. Liaison teams to OSCs are organized with a liaison team leader, two current operations officers or senior NCOs and two plans officers or senior NCOs. This gives liaison teams the ability to conduct continuous operations and simultaneously execute current plans and develop future plans. The staff would also receive liaison teams from multinational and interagency subordinates and from affiliated forces.

Command and Control Process

C2A is a continuous process at all levels of command. The OPFOR recognizes five elements in this process:

- Acquiring and processing information.
- Decision making.
- Planning.
- Preparation.
- Execution.

Acquiring and Processing of Information

Acquiring and processing information is always the first function in the C2 process. This function is a continuous, active process of requesting, receiving, collating, analyzing, and disseminating information commanders and staffs need for decision making and planning. However, the physical collection of information is not actually part of the C2 process.

An operational-level command receives information collected at higher and lower levels, as the information relates to its own requirements. Likewise, operational-level commands pass information to both those levels to meet strategic or tactical information requirements.

Strategic-Level Information Requirements

At the General Staff level and above, military and political information requirements are global in scope. The OPFOR has a continuous requirement to evaluate changes in the military or political capabilities and intentions of foreign nations in relation to the State. The accuracy of these assessments can directly influence the selection of strategic military and political goals, the structure of the State's Armed Forces, and the strategic concept for using military power.

Operational-Level Information Requirements

FG and OSC staffs are the focal points for detailed situation evaluation and large-scale planning for combat units. Therefore, they have a particularly heavy demand for information to support the decision-making and planning process. To function efficiently, operational-level staffs require high-resolution data on both enemy and friendly forces. Required periodic and special reporting is the primary source of detailed, accurate, and timely information on

friendly forces. The availability and timeliness of such friendly force data depends largely on the availability and efficiency of the necessary communications links. On the other hand, acquiring information on the enemy involves collecting and reporting in a hostile environment. Operational staffs must analyze conflicting and incomplete data and assess and correlate intelligence provided by higher headquarters.

Tactical-Level Information Requirements

The commander and staff must bring together all available data applicable to their mission and use the data skillfully to achieve their objectives. At a minimum, these data include information on enemy and friendly forces, the combat environment, and the population in the AOR.

Enemy. Of these elements, information about the enemy is the most important. An OPFOR commander must have continuous, reliable information about the enemy's effective combat strength and organization to conduct forces analysis. He must receive information concerning enemy locations, reinforcing units, C2 systems, and defensive positions. Information pertaining to the disposition and potential use of precision weapons is important. The required degree of detail will vary in different situations and at various levels of command. Constant attention is given to identifying enemy deception efforts. The OPFOR emphasizes multi-spectral collection efforts to reduce the potential effects of the enemy's deceiving a single RISTA asset.

Friendly Forces. Information about friendly forces is necessary to help the commander determine how best to use them and to identify requirements for coordination. OPFOR planners consider training status when making qualitative calculations of relative strengths of their own and enemy forces. In addition, they must consider how missions of other friendly forces may affect the accomplishment of their own assigned tasks.

Combat Environment. The NBC environment, terrain, weather, and climatic and seasonal conditions also provide OPFOR planners insight as to what they can and cannot do effectively during a combat action. Planners use this information to determine routes, use of NBC weapons, and types of camouflage. This information can also help determine the effects these factors could have on friendly actions and on the enemy's possible courses of action.

Population. The economic and sociopolitical makeup of the AOR interests OPFOR military planners. Information about potentially hostile, neutral, and friendly populations in the AOR enables the OPFOR to exploit local resources and to plan appropriate levels of security and perception management strategies to manipulate the population.

Decision Making

The military decision-making process consists of five phases: assess, orient, decide, act, and adapt. These phases are not completely independent processes or stages of thought. Each phase overlaps and relies on the others.

Assess

The command group and staff develop estimates across the components of the combat system, including combat, combat support, C2, RISTA, and logistics forces. There are three separate purposes served by the assessment process, includingâ€

- Develop situational awareness of forces and means at the disposal of the OPFOR and the enemy.
- Determine possible enemy weaknesses.
- Develop an understanding of OPFOR requirements.

The assessment phase requires the staff elements responsible for the discrete components of the combat system to conduct analysis and synthesis. Typically the analysis includesâ€

- Mission. The commander must understand the senior commanderâ€™s concept of the campaign or operation and his own commandâ€™s role in it.
- Time and Space. The OPFOR considers time a factor it can use to its advantage and prefers to exercise patience if that will achieve the goal. The OPFOR views time as an ally in developing a strategy of exhausting the enemy in pursuit of the Stateâ€™s goals.
- Environment. In the assessment of the environment, the OPFOR includes terrain, population, and other physical dimensions of the battlespace.
- Capabilities and Intentions. This is not limited to the immediate opponent, but includes all relevant regional and global actors.
- Opportunities and Risks. In its decision making, the OPFOR attempts to identify both risks and opportunity posed by the environment, time and space, or capabilities and intentions of other actors.

Orient

The orientation step or phase in the process enables the commander to direct preparatory steps prior to determining his aim or making his final decision. He first examines the mission given his unit and determines what tasks must be performed to accomplish this mission. This phase also includes activating RISTA assets to develop information requirements identified in the assessment of the situation. Typically, the orientation phase would include preliminary instructions appropriate to the assessment of the situation. If the assessment phase reveals shortfalls or information requirements essential to reaching a final decision, orienting the command group, staff, and units enables the OPFOR to develop â€ paceâ€ prior to final decision. This phase requires coordination with appropriate civilian authorities at the higher echelons, particularly in support of transition operations or adaptive operations. During the orientation phase, the commander and his staff develop several courses of action and compare them, attempting to refine the information required for decision.

Decide

In the â€ decideâ€ step, the commander determines his aim or decision and communicates his concept for execution. He includes his directions for sustaining the aim. Typically, sustaining the

aim involves assigning resources and developing parameters for execution that define the limits of subordinates' discretion. In communicating his thinking, the commander always includes branches and sequels that he is able to anticipate. In establishing the aim, he remains focused on the mission that he was assigned, but does so in the context of the systems warfare approach to combat and how he may best achieve the ends envisioned in his mission. He attempts to reach a choice that enables the OPFOR to operate successfully by defeating an opponent through disaggregating one or more components of the enemy combat system. Consequently, the OPFOR is not very interested in classic calculations of correlation of military forces, but more in finding a way to produce disproportionate effects.

When the commander has selected a base course of action with appropriate branches and sequels, he provides this decision to his staff for further planning and for dissemination of the finalized missions to the troops. The decision includes the concept, missions for major subordinates, the organization of forces, and the organization of the AOR. The components of the decision are the following:

Objective (Subordinate Unit Missions). The commander determines the objective of the operation and the missions to be assigned to constituent and dedicated forces. This part of the decision defines the priorities for supporting and affiliated forces.

Opportunity. The commander describes how the unit will achieve the necessary window of opportunity to execute the plan. This includes measures for protecting the force from standoff attack as well as creating or taking advantage of an enemy vulnerability.

Method (Concept of Operations). The commander describes by what means to accomplish the task or mission. He organizes the battlefield and his forces. He lays out the method by which the OSC will support the theater or national IW campaign.

End State. The commander describes his vision for how the operation ends on OPFOR terms. He also describes how this operation sets the stage for follow-on operations.

Act

On the basis of the available data and the recommendations from the staff, the commander makes a decision. The decision may be one of the recommended courses of action, a combination of two or more recommendations, or a new solution. The commander can also keep the more promising non-selected variants as contingency plans.

Commanders avoid using stereotyped patterns that would make enemy templating and targeting easier. To aid in deception, they may create courses of action that appear on the surface as established fighting methods but are actually something else.

Adapt

Operational-level decision making is highly flexible. This flexibility comes from mission-type orders from the General Staff (or SHC or theater headquarters) to the operational-level commands. The staff structure provides operational-level commanders the capability for rapid situation assessment and decision making.

Since operational planning occurs well in advance, it would be difficult for the enemy to disrupt the initial decision making and planning. However, the operational-level commanders and staffs are continually updating and adapting the operation plan. The OPFOR uses IW measures to help ensure that the OPFOR commander has sufficient time to acquire and process information on the combat situation.

Planning

The commander conveys his decision to the chief of staff, who, with his subordinates, fleshes it

out with detailed planning tailored to the circumstances of the operation and the terrain. The chief of staff issues detailed, precise orders for the initial phase of an operation only. At this point, there usually is not enough hard data to allow an accurate forecast of how the situation will develop. The plan includes intelligence, the commander's decision, limits of responsibility, the missions of flanking forces, the missions of combat support and combat service support units, coordinating instructions, and the deployment of CPs.

Planning usually begins with the receipt of preliminary instructions for execution of the SCP. The planning process is continuous and will be affected by changes in the battlefield situation, amendments to orders and directives, or assignment of new missions. Situational intensity dictates the planning method used.

Central to OPFOR planning is the concept of opportunity. In transition or adaptive operations, the OPFOR recognizes that it will often be operating in conditions where it is overmatched by enemy technological superiority. In these conditions, the OPFOR will plan and conduct deliberate operations to create windows of opportunity in which to operate proactively with freedom of maneuver from enemy RISTA and standoff attack. Each OPFOR plan includes specific instructions to subordinate units concerning how this opportunity will be achieved and utilized.

Examples of means by which the OPFOR can create opportunity are:

- IW activities, including selective denial of enemy situational understanding.
- Use of complex terrain.
- Freedom-of-movement operations (such as feints, ruses, demonstrations, or ambushes).

Planning Framework

The military SCP developed and issued by the General Staff directs operational-level military forces. Each operational-level command identified in the SCP prepares an operation plan that supports the execution of its role in that SCP.

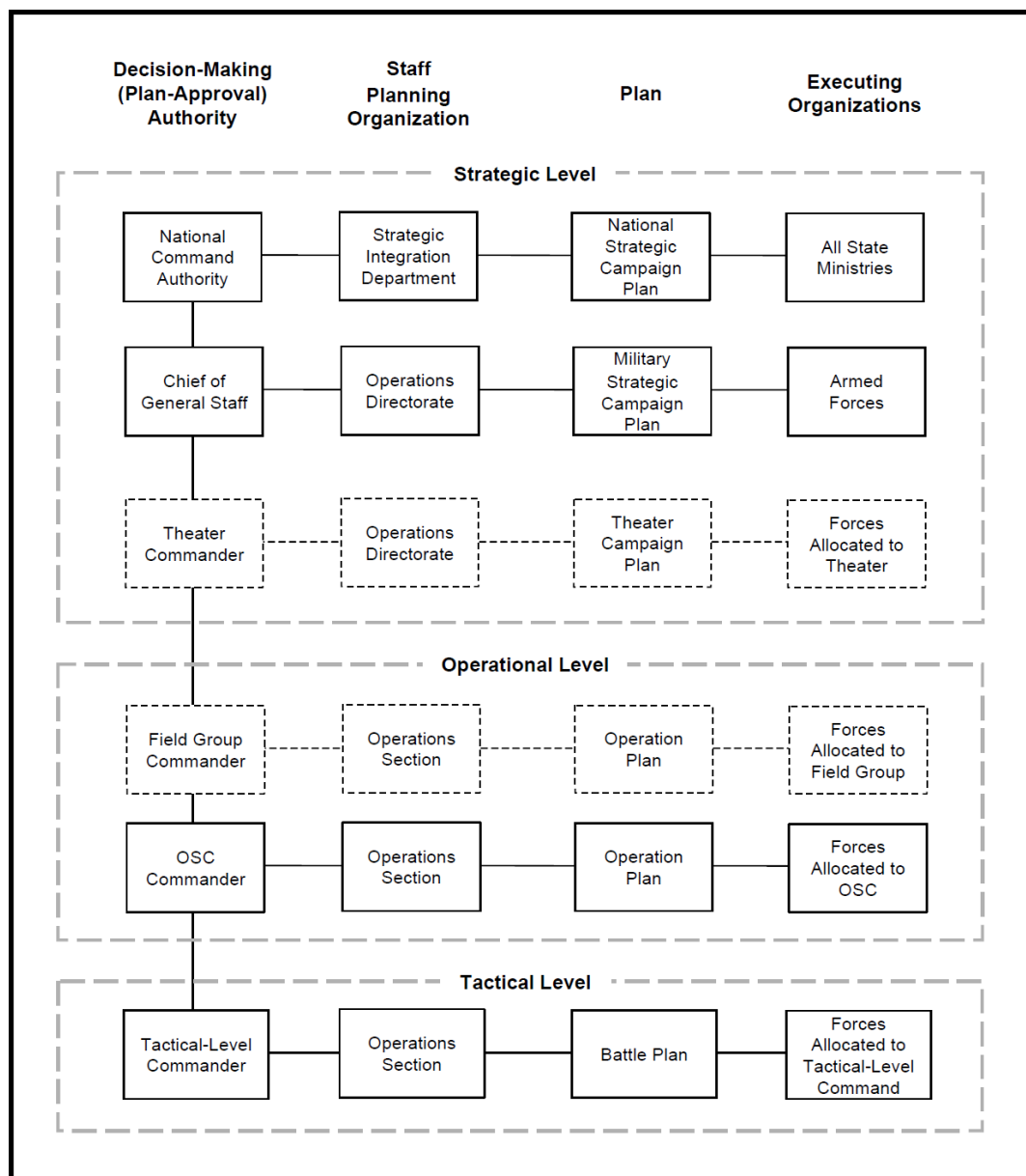


Figure 2-16. State and OPFOR Planning Framework

From the General Staff down through the operational and tactical levels, the staff of each military headquarters has an operations directorate or section that is responsible for planning. The plan at each level specifies the AOR and task organization of forces allocated to that level of command, in order to best accomplish the mission assigned by a higher headquarters. Once the commander at a particular level approves the plan, he issues it to the subordinate commanders who will execute it. Figure 2-16 illustrates the framework for planning from the national level down through military channels to the operational and tactical levels.

Planning Factors

Planning factors serve as a basis for staff calculations and as measures against which to test and assess troops and units. The OPFOR sees these planning factors as guides in planning rather than figures to which one must adhere rigidly in all circumstances.

The OPFOR views planning factors as practical expressions of the relationships dictated by military common sense and the principles of war. Operations planning factors include space and time factors concerning the missions of forces and their areas of combat activity. For example, such planning factors establish parameters for the time available to take advantage of a window of opportunity, the space required to disperse forces, and the number of ambushing forces necessary to ensure a key target is destroyed. The basis for these planning factors is a close

study of potential adversaries, military history, field training exercises, and military simulations. The resulting planning factors are tailored to the makeup of OPFOR organizations, their capabilities, enemy capabilities, and conditions on the modern battlefield.

Planning factors also express timeliness and quantitative and qualitative factors. Examples include normal expenditures of ammunition to destroy a given target, rates of fuel consumption under specific conditions, and the number of halts in a road march of a given duration. Such factors ensure a uniform and objective approach to expected performance in combat and a standard for evaluating the training level of personnel and units.

Forces Analysis

For determining the amount and type of force required to accomplish a given mission (for planning purposes), OPFOR planners use a very detailed method known as forces analysis. This involves qualitative calculations of the relative strengths of their own and enemy forces. Forces analysis includes study of opponents previous military operations and the historical trends for application of military power at all levels. Vulnerabilities and strengths are assessed for potential exploitation by OPFOR operational forces. Forces analysis is seldom a simple one-to-one comparison of combat systems. It involves an examination of the enemy's entire combat system and the linkages of military forces to national strategies. By determining the relationships of the systems that give a military force its strength the OPFOR can determine where, and how much combat power to apply for desired effects. The results of forces analysis are used to recommend to the commander the organization of forces and the battlefield, as well as to identify any shortfalls in the available components of combat power.

Advances in Planning

Advances in information technology have resulted in changes in the OPFOR's planning process. Some of the advances have resulted in the fielding of new hardware providing increased capabilities, while others caused changes in how the OPFOR conducts operations. The following paragraphs address these factors.

Timeliness. The high pace of modern combat imposes time constraints on the OPFOR decision-making process and planning cycle. Commanders must expect "the situation" to be "subject" to "sudden, sharp

changes, or to be shrouded in obscurity and ambiguity. As a result, there may be insufficient time to produce and disseminate intelligence and to formulate and issue plans and orders.

Timely and rapid information collection and reporting are critical to ensuring that commanders have constant, up-to-date knowledge of the situation. To be successful, the commander must be able to react swiftly to changes, while updating subordinate unit missions.

To OPFOR decision makers and planners, time assumes a role of unparalleled importance on the battlefield. The effectiveness of their C2 is inseparably linked to the ability to make and implement decisions that allow the OPFOR to control the pace of combat.

Commanders and staffs must plan their available time carefully. The OPFOR emphasizes parallel planning and action at all levels. Even when less time is available for planning, it works out plans in as much detail as possible.

Staff Procedures. While the time available for making and communicating decisions has decreased, the quantity of information collected has increased dramatically. Improved reconnaissance systems have increased the volume of information to be processed and analyzed. Despite this information explosion, commanders must still be able to make rapid decisions while guarding against information overload and a resulting slowdown of the decision-making process.

The OPFOR has increased automation of the staff calculations supporting the decision-making and planning processes. Automation extends the use of prepared calculations and formulas, while reducing paperwork. OPFOR staff procedures are streamlined to provide commanders with more time to prepare their forces for combat. The issuance of preliminary instructions outlining the broad concept of operations, along with the acceptance of subordinates' initiative, allows subordinate staffs to use parallel planning.

Detailed Planning. When the commander decides on the final concept of operations, the staff begins detailed planning. Detailed planning is a prerequisite for success. Modern combined arms, joint, interagency, and multinational operations integrate the actions of many types of forces and combat equipment, as well as diverse support requirements. In terms of detail, OPFOR planning considers forces an echelon below the immediately subordinate units to which it assigns tasks in the operation plan. Thus, planning in an OSC with division-size subordinates looks at brigade-level requirements in detail.

Preparation

Preparation links planning and execution. The commander supervises the preparations of his subordinates, either personally or through his DC or chief of staff. He issues instructions and directives.

Dissemination of Missions

The dissemination of missions to subordinates is a critical C2 task. The commander usually establishes the general procedures of staffs and other headquarters for disseminating missions to the troops. However, the chief of staff is the main organizer for carrying out this work. He must accomplish this quickly, in order to give subordinate commanders and staffs, and units as well, sufficient time to prepare for their combat missions. In order to decrease the time this task requires, the OPFOR applies technology, such as graphic display panels and other sophisticated signal equipment.

Disseminating mission-type information concerning upcoming or planned combat activity occurs at several points in the decision-making and planning process. At any level, preliminary instructions from higher-level commanders first present this information in general outline, allowing subordinate commanders and staffs to begin preliminary planning (as part of the decision-making process). Only when they receive the senior commander's final decision in operational directives can lower-level commanders decide on their own final concept of the operation. The process at a given level ends when commanders issue combat orders to their own subordinates.

Preliminary Instructions. The means by which commanders can make the earliest possible dissemination of information concerning an up-coming operation are preliminary instructions. These instructions contain the missions of the subordinate units and the higher commander's general concept of operations. These normally serve as a vehicle to provide the outline of the commander's decision, basic information on the situation, and the mission for which the receiving headquarters should begin planning. These instructions may revise a previous order or issue a new, time-sensitive mission. Similar to a warning order in the U.S. Army, they allow subordinate units to prepare for the flurry of activity demanded of headquarters on receipt of a new mission. They enable subordinate headquarters to begin their planning process concurrently with the higher command levels. The commander may issue preliminary instructions to subordinates in either oral or written form. However, it is normal to transmit preliminary instructions by electronic, secure-voice means rather than in written form.

Operation Plan. Operational-level commands prepare operation plans to control execution of their portion of an SCP. The operation plan must

- Optimally allocate forces and resources to each mission.

- Provide concrete methods to coordinate the actions of maneuver, fire support, and logistics support.
- Provide for a specific sequence and methods for conducting each sub- task required to assure mission success.

From the completed operation plan, the staff creates operational directives or combat orders to inform subordinates of their missions, roles, and time requirements for executing the plan.

The operation plan details the commander's thinking and reflects the input of various subordinates and staff elements according to their functional responsibilities. It normally includes the following specific areas:

- Assessment of the enemy situation and probable intentions.
- Scope, aim, and concept of operations.
- Organization of forces.
- Organization of the battlefield.
- Results of forces analysis.
- Plan for commitment of reserves.
- Missions of subordinate units.
- Missions of supporting and adjacent units.
- Plan for logistics support.
- Locations of CPs.

The operation plan includes a varying number of annexes. There are normally annexes for C2, SPF, airborne landings, preparation and occupation of assembly areas, and movement routes, among others.

Execution Orders

After planning and preparation, it is time to issue directives and orders for execution of the planned operation. The commander may continue to revise and re-issue these during the course of the operation.

Operational Directive. An operational directive contains complete information for accomplishing a particular mission. Commanders issue operational directives during the course of an operation to implement upcoming phases of the operation plan, implement a foreseen contingency, or to effect changes in the operation plan. Time constraints necessitate heavy dependence on verbal dissemination of missions and planning guidance. The operational-level staff usually issues a formal, written directive to supplement the verbal instructions the commander has already issued.

The operational-level staff may also prepare and issue annexes to operational directives. If annexes are incomplete when the staff transmits the directive, it sends them out separately to prevent delay in dissemination of the directive. Types of annexes include coordination requirements, reconnaissance, IW, force protection, communications, fire support, logistics, and counterattack plans.

Combat Orders. Commanders at all levels issue combat orders both during combat and during the preparation for combat. The orders are designed to direct a unit to perform a specific task or to adjust a former mission. Combat orders typically include an estimate of the enemy situation, the new (or revised) mission, the support available from the commander for the mission, and the time when the unit must be ready to execute the task. Because they are time-sensitive, combat orders are usually disseminated orally either by radio or in person.

Rehearsals

Rehearsals are an integral part of OPFOR preparation for combat. OPFOR commanders expect all key phases of an operation to be well rehearsed using the most realistic means possible. OPFOR

staffs take action to relieve subordinate units of other time pressures to permit the maximum time for rehearsals and other combat checks during preparation. OPFOR commanders often forego planning detail in order to spend time with key subordinates during their rehearsals.

Execution

Planning and preparation are important, but they alone are not sufficient for success. The enemy's actions can have a dynamic effect on executing plans. Friction and uncertainty can distort the best of plans, imposing new realities on the situation. Dealing with those realities is the art of execution.

Planned Flexibility

Operational-level C2 is highly flexible. This flexibility comes from mission-type orders from the General Staff (or SHC or theater headquarters) to the operational-level commands. The staff structure provides operational-level commanders the capability for rapid situation assessment and decision making. A standardized, streamlined process, using automated support, produces the decision and the accompanying plans to implement it.

Since operational planning occurs well in advance, it would be difficult for the enemy to disrupt the initial decision making and planning. However, the operational-level commanders and staffs are continually updating of the operation plan. By limiting a commander's time to plan, an enemy could force the OPFOR staff to forsake the preferable parallel or sequential planning methods for less desirable executive planning. The OPFOR uses IW measures to help ensure that the OPFOR commander has sufficient time to acquire and process information on the combat situation.

Planning continues during execution. The process of forecasting and modeling the commander began in his decision process usually has produced a series of variants, or contingency plans, which the commander can implement without completely changing his concept of operations. Such planning also accounts for a range of probable enemy responses to OPFOR combat actions. Each variant, however, must allow the achievement of the assigned mission by the designated time; this aspect of the plan is not subject to contingency planning.

Monitoring Execution and Sustaining the Aim

Issuing directives does not ensure they will be carried out or understood. The OPFOR places great emphasis on supervision after the directive is issued. The chief of staff is responsible to the commander for the overall organization of staff supervision. Each staff section is responsible for checking on the execution of the directives it prepares and also ensuring that subordinates have correctly understood the directives. The chief of staff may issue additional directives, with the operational commander's approval, to resolve any misunderstandings.

Proper supervisory control takes many forms. These include observation from air and ground observation points, and instructions and questions passed by radio, wire, or messenger. The preferred method is personal contact. The OSC commander may personally supervise the most important combat action. In fast-moving situations, control is somewhat looser. Subordinate commanders then react as the situation dictates, realizing they are responsible for acting in accordance with the commander's concept.

Command Posts

The OPFOR plans to exercise strategic, operational, and tactical control over its wartime forces from an integrated system of CPs. It has designed this system to ensure uninterrupted control of forces.

CPs are typically formed in three parts: a control group, a support group, and a communications group. The control group includes members of the command group and staff. The support group consists of the transport and logistics units. Whenever possible, the communications group, is remoted from the control and support groups, because of its large number of signal vans, generators, and other special vehicles that would provide a unique signature.

Because the OPFOR expects its C2 to come under heavy attack in wartime, its military planners have created a CP structure that emphasizes survivability through dispersal, stringent security measures, redundancy, and mobility. They have constructed a CP system that can sustain damage with minimum disruption to the actual C2 process. In the event of disruption, they can quickly reestablish control. This extensive system of CPs extends from the hardened command facilities of the NCA to the specially designed command vehicles from which OPFOR tactical commanders control their units. Most operational-level CPs have been designed to be very mobile and smaller than comparable enemy CPs. The number, size, and types of CPs depend on the level of command.

Command Post Types

OPFOR ground forces use five basic and three special types of CPs. Not all levels of command use all types at all times. (See Figure 2-17, where parentheses indicate that a type of CP may or may not be employed at a certain level.) The redundancy provided by multiple CPs helps to ensure that the C2 process remains survivable.

Level of Command	Basic					Special		
	IFC CP	Forward CP	Sustainment CP	Airborne CP	Alternate CP	Auxiliary CP	Deception CP	
OSC	X	X	X	X	(X)	(X)	(X)	(X)
Field Group*	X	X	(X)	X	X	(X)	(X)	(X)
Theater*	X	X	(X)	X	X	(X)	(X)	(X)
* When formed.								

FGs and OSCs can use the same basic types of CPs (main, IFC, forward, sustainment, and airborne). FG and OSC airborne CPs may be aboard fixed-wing aircraft. However, helicopters are more likely to serve this purpose at OSC level.

A theater headquarters normally deploys main, IFC, and sustainment CPs. An airborne CP will always be available to the theater commander. A theater forward CP may be established. The main CP at this level may initially be in permanent, hardened bunkers; the other CP types may be at less-protected sites. The airborne CP is most likely aboard fixed-wing aircraft.

For brevity, OPFOR plans and orders may use acronyms for the various types of CP. Thus, main CP may appear as MCP, integrated fires command CP as IFC CP, forward CP as FCP, sustainment CP as SUSCP, airborne CP as AIRCP, alternate CP as ALTCP, auxiliary CP as AUXCP, and deception CP as DCP.

Main Command Post

The main CP generally is located in a battle zone or in a key sanctuary area or fortified position. It contains the bulk of the staff. The chief of staff directs its operation. Its primary purpose is to simultaneously coordinate the activities of subordinate units not yet engaged in combat and plan for subsequent missions. The particular emphasis on planning in the main CP is on the details of transitioning between current and future operations. The main CP is the focus of control. It is less mobile and much larger than the forward CP. It makes use of hardened sites when possible.

The chief of staff directs the staff in translating the commander's decisions into plans, directives, and orders. He also coordinates the movement and deployment of all subordinate units not yet in combat and monitors their progress and combat readiness. In addition to the

chief of staff, personnel present at the main CP include the liaison teams from subordinate, supporting, allied, and affiliated units, unless their presence is required in another CP.

IFC Command Post

The DC directs the IFC from the IFC CP. The IFC CP possesses the communications, airspace control, and automated fire control systems required to integrate RISTA means and execute long-range fires. Each secondary staff subsection and some functional staff subsections have an element dedicated to the IFC CP. The IFC CP includes liaison teams from fire support, army aviation, and Air Force units. The IFC CP is typically separated from the main CP. Also for survivability, the various sections of the IFC headquarters that make up the IFC CP do not necessarily have to be located in one place.

Forward Command Post

An OSC commander often establishes a forward CP with a small group of selected staff members. Its purpose is to provide the commander with information and communications that facilitate his decisions. The forward CP is deployed at a point from which he can more effectively and personally observe and influence the operation. The need for this is less likely at the FG and theater levels. This CP is mobile, but at the operational level may consist of a large number of command vehicles.

The personnel at the forward CP are not permanent. The assignment of officers to accompany the commander is dependent on the mission, situation, availability of officers, communications, and transport means. Officers who may accompany the commander include the operations officer and the chief of reconnaissance. Other primary and or secondary staff officers may also deploy with the forward CP, depending on the needs of the situation. The secondary staff contains enough personnel to man the forward CP without degrading its ability to man the main or IFC CPs.

When formed, and when the commander is present, the forward CP is the main focus of command, though the chief of staff (remaining in the main CP) has the authority to issue directives in the commander's absence.

Sustainment Command Post

The resources officer establishes and controls the sustainment CP. This CP is deployed in a position to permit the supervision of execution of sustainment procedures and the movement of support troops, typically in the support zone. It contains staff officers for fuel supply, medical support, combat equipment repair, ammunition supply, clothing supply, food supply, prisoner-of-war, and other services. It interacts closely with the subordinate units to ensure sustained combat capabilities. In nonlinear operations, multiple sustainment CPs may be formed.

Airborne Command Post

To maintain control in very fluid situations, when subordinates are operating over a wide area, or when the other CPs are moving, a commander may use an airborne CP. This is very common in higher-level commands and typically employs fixed-wing aircraft above OSC level.

Alternate Command Post

The alternate CP provides for the assumption of command should the CP containing the commander be incapacitated. The alternate CP is a designation given to an existing CP and is not a separately established entity. The commander establishes which CP will act as an alternate CP to take command if the main (or forward) CP is destroyed or disabled. For example, the commander might designate the IFC CP as the alternate CP during an operation where long-

range fires are critical to mission success. For situations that require reconstituting, he might designate the sustainment CP instead. Alternate CPs are also formed when operating in complex terrain, or if the organization is dispersed over a wider area than usual and lateral communication is difficult.

Auxiliary Command Post

At OSC and FG levels, the operational commander may create an auxiliary CP to provide C2A over subordinate units operating on isolated or remote axes. He may also use it in the event of disrupted control or when he cannot adequately maintain control from the main CP. An officer appointed at the discretion of the commander mans it. The auxiliary CP may also find uses at the theater level, when subordinate forces may be far from the main CP.

Deception Command Post

As part of the overall IW plan, the OPFOR very often employs deception CPs. These are complex, multi-sensor-affecting sites integrated into the overall deception plan to assist in achieving battlefield opportunity by forcing the enemy to expend command and control warfare (C2W) effort against meaningless positions.

Command Post Movement

Plans for relocating the CPs are prepared by the operations section. The CPs are deployed and prepared in order to ensure that they are reliably covered from enemy ground and aerial reconnaissance, or from attack by enemy raiding forces.

Commanders deploy OSC CPs in depth to facilitate control of their AORs. During lengthy moves, CPs may bound forward along parallel routes, preceded by reconnaissance parties that select the new locations. Normally, the main and forward CPs do not move at the same time, with one moving while the other is set up and controlling operations. During an administrative movement, when there is little or no likelihood of contact with the enemy, a CP may move into a site previously occupied by another CP. However, during a tactical movement or when contact is likely, the OPFOR does not occupy a site twice, because to do so would increase the chances of an enemy locating a CP. While on the move, CPs maintain continuous contact with subordinates, higher headquarters, and flanking organizations. During movement halts, the practice is to disperse the post in a concealed area, camouflaging it if necessary and locating radio stations and special vehicles some distance from the control and support groups. Because of dispersion in a mobile environment, CPs are often responsible for their own local ground defenses.

During the movement of a main CP, the OPFOR maintains continuity of control by handing over control to either the forward or airborne CP or, more rarely, to the alternate CP. Key staff members often move to the new location by helicopter to reduce the time spent away from their posts. Before any move, headquartersâ troops carefully reconnoiter and mark the new location. Engineer preparation provides protection and concealment.

Command Post Location

The OPFOR locates CPs in areas affording good concealment, with good road net access being a secondary consideration. It situates CPs so that no single weapon can eliminate more than one. Remoting communications facilities lessens the chance of the enemyâs locating the actual CP by radio direction finding.

During some particularly difficult phases of an operation, where close cooperation between units is essential, the forward CP of one unit may be collocated with the forward or main CP of another. Examples are the commitment of an exploitation force, the execution of a strike, or the passing of one organization through another.

Command Post Security

Security of CPs is important, and the OPFOR takes a number of measures to ensure it. CPs are a high priority for air defense protection. Ideally, main CPs also locate near reserve forces to gain protection from ground attack. Nevertheless, circumstances often dictate that they provide for their own local defense. Engineers normally dig in and camouflage key elements.

Good camouflage, the remoting of communications facilities, and the deployment of alternate CPs make most of the C2 structure fairly survivable. Nevertheless, one of the most important elements, the forward CP, often remains vulnerable. It forms a distinctive, if small, grouping, well within enemy artillery range, even at OSC level. The OPFOR therefore typically provides key CPs with sufficient engineer and combat arms support to protect them from enemy artillery or special operations raids.

Command and Control Systems

The OPFOR commander's C2 requirements are dictated generally by the doctrine, tactics, procedures, and operational responsibilities applicable to commanders at higher echelons. Battlefield dispersion, mobility, and increasing firepower under conventional or WMD conditions require reliable, flexible, and secure command and control.

Expanding C2 requirements include the need for:

- High mobility of combat headquarters and subordinate units.
- Rapid collection, analysis, and dissemination of information as the basis for planning and decision making.
- Maintaining effective control of forces operating in a hostile IW environment.

Supporting communications systems, which are the principal means of C2, must have a degree of mobility, reliability, flexibility, security, and survivability comparable to the C2 elements being supported.

Modern warfare has resulted in a shift away from large formations arrayed against one another in a linear fashion, to maneuver warfare conducted across large areas with more lethal, yet smaller, combat forces. C2 must provide the reliable, long-range communications links necessary to control forces deployed over greater distances. In order to move with the maneuver forces, the communications systems must be highly mobile.

Communications

The chief characteristics of communications supporting the C2 structure are security, survivability, and flexibility. In the OPFOR view, centralization of operational planning is a prerequisite to achieving the flexibility required to ensure timely concentration of forces and fires. Redundancy in equipment, as well as communications links and CPs, is the primary means of ensuring the control structure's security and survivability.

The organization of communications to meet operational requirements is the responsibility of the commander at each level. Prior to combat, the OSC chief of communications, under the personal direction of the intelligence officer, prepares the communications plan. After approval by the chief of staff, it becomes an annex to the operational directive for implementation by subordinate signal units. OPFOR communications reflect the concern of commanders to maintain uninterrupted C2, flexibility, and security.

Signal Assets

Communication systems employed include:

- Manportable high-frequency (HF) and very-high-frequency (VHF) radios.

- HF radio stations.
- VHF and ultra-high-frequency (UHF) multichannel radio relay.
- Super-high-frequency (SHF) troposcatter systems.
- Satellite communications (SATCOM).
- Wire and cable (landline as far forward as possible).
- Commercial communications networks (including cellular, microwave, radio, wire, digital, and satellite)
- Local area networks (LANs) and wide area networks (WANs).
- Internet and Intranet.

Encrypted communications are common from brigade upward, but may extend to the lowest levels in the most modern OPFOR units.

At the operational level, headquarters normally task-organize their signal assets to support the formation of forward, main, IFC, and sustainment CPs. The numbers and types of signal units can vary greatly depending on the size and makeup of the operational force grouping under a particular headquarters.

Signal communications are organized through the communications groups that are established to provide communications for the CPs. Telephone exchanges and cable are used extensively to integrate the control and support groups of the CPs with the communications groups. It is possible to extend mobile communications through the integration of wire and wireless and by connecting with fixed military and civil communications facilities.

The OPFOR also stresses the use of non-electronic means of communications. While radio must be the principal means of communication in a fluid, mobile battle, the OPFOR is aware of the threat from enemy signals intelligence, direction finding, and communications jamming. Also, wire and cable are often not practical in fast-moving situations.

During periods of radio silence or disruption of radio communications, the OPFOR employs messengers, liaison teams, and visual and sound signals. Messengers are the preferred method for delivering combat orders at any time. Representatives from the OSC staff may observe and supervise the execution of directives. Whenever possible, the OPFOR prefers personal contact between commanders (or their representatives) and subordinates.

Communications Nets

C2 of OPFOR organizations relies on extensive and redundant communications. The OPFOR primarily uses UHF/SHF SATCOM, radio relay multichannel, HF radio stations, HF and VHF single-channel radios, and wire or cable. In modernized OPFOR units, the command, operations, intelligence, and logistics nets may operate over a digital network of linked computers, obviating the need for voice communications.

The OSC operates two command nets. The commander normally controls the primary command net from the forward CP, while the chief of staff maintains control of the alternate net from the main CP. Depending on the distances involved, the primary net may be either HF or VHF. All of the commandâs constituent and dedicated units monitor the command nets. The IFC CP also monitors the command nets

The operations officer maintains an operations net monitored by the commander, subordinate and supporting units, and any alternate or auxiliary CP created. The resources officer also monitors this net from the sustainment CP.

The DC, as IFC commander, maintains the integrated fires net. This net is monitored by the subordinates of the IFC and RISTA assets assigned IFC missions.

The resources officer maintains the support net. The OSCâs materiel support, maintenance, and medical units monitor this net. Subordinate combat arms units may also use this net when

requiring additional, immediate assistance that constituent support assets are unable to provide.

The chief of reconnaissance maintains an intelligence net, monitored by reconnaissance units, maneuver units, the commander, DC, chief of staff, and resources officer.

The CAO maintains the airspace control net for the purpose of controlling the command's airspace. Organizations on this net include aviation units, air defense assets, and army aviation and Air Force liaison teams.

When required, the commander can create a special mission net, monitored by the chief of staff, that is employed to control the activities of units conducting a special mission, such as a reconnaissance detachment or an airborne or heliborne landing force deployed behind enemy lines. Specific communications systems employed are dependent on the depth and type of mission.

The chief of force protection maintains an air defense and NBC warning communications net, monitored by all constituent, dedicated, and supporting units. This net is used for passing tactical alerts or NBC and air warning reports. The chief of staff maintains a watch on the OSC-level warning nets at the main CP; he then disseminates warning where appropriate.

The command establishes multichannel links between the main and sustainment CPs and the CPs of subordinate units. These links are used for high-capacity voice and data transmissions. The OSC also establishes multichannel links between the main and sustainment CPs.

The primary responsibility for maintaining communications of an OSC with the General Staff or SHC (or a parent FG or theater headquarters) rests with the main CP. With the larger staffs and greater communications capabilities of the main CP, the commander is allowed to focus more on the actual conduct of the operation from the forward CP. Obviously, when staff members, such as the CAO or chief of reconnaissance, accompany the commander, they will establish control over their respective nets as required.

The chief of IW may also control one or more deception nets designed to mislead enemy signals intelligence analysis. Integrated into the IW plan are a description of these nets and procedures for their use.

Procedures

Before making contact with the enemy, most radio and radio-relay systems maintain a listening watch with transmission forbidden or strictly controlled. OPFOR units usually observe radio silence when defending or departing assembly areas. During radio silence, wire and courier are the primary communications means. While moving toward the enemy, units normally limit radio transmissions to various code words informing commanders they have accomplished assigned tasks or have encountered unexpected difficulties. The OPFOR also uses visual signals, such as flags and flares, to a great extent during movement. Usually only the commander and reconnaissance forces have permission to transmit.

In the offense, OPFOR units maintain radio silence until the outbreak of battle, when those authorized to transmit may do so without restriction. When contact with the enemy occurs, units initiate normal radio procedures. Subordinate commanders inform the OSC commander's usually by code word when they reach objectives, encounter NBC contamination, make contact with the enemy, or have important information to report.

Command and Control Systems Survivability

Survivability of C2 systems is of great concern, since the C2 elements are typically located within range of enemy standoff systems, with increased potential for disruption or destruction. The OPFOR stresses the need to maintain continuous, reliable control of its forces and has undertaken a number of measures to prevent disruption and enhance survivability, while

remaining flexible enough to retain control of units in combat. These includeâ

- High mobility of C2 systems and facilities.
- Redundancy of the C2 elements and networks.
- Adherence to operations- and information-security measures.
- Deception

IW activities contribute to C2 survivability. So does the principle of centralized planning and decentralized execution. The survivability of the headquartersâ command group is facilitated by the fact that the commander, DC, and chief of staff can be in separate CPs (forward, IFC, and main CPs, respectively).

Mobility

C2 elements must be highly mobile, due to the emphasis on maintaining combat at a rapid tempo. Because of their proximity to the enemy, CPs and supporting communications must frequently relocate to avoid detection and subsequent destruction.

CPs are usually mobile (that is, in vehicles) but may also be fixed. By emphasizing the use of multiple, mobile CPs, planners minimize the disruption of C2 that would occur with the enemyâ destruction of this element of the C2 structure. Highly mobile signal units employing transportable communications equipment support mobile CPs. This gives OPFOR commanders great flexibility in organizing and deploying their C2 elements. Thus, they are able to provide effective control in varied situations.

Redundancy

The OPFOR has built extensive redundancy into the C2 structure. Multiple CPs are fielded as low as possible. For communications between levels of command, multiple communications types are employed. Providing a variety of single- and multichannel links, these systems operate over a wide frequency spectrum.

Operations and Information Security

The consistent adherence to operations- and information-security measures is especially critical, given the increased capabilities of enemy reconnaissance, the increased role of surprise, and the proliferation of precision weapons. Given the high priority the enemy places on C2 elements as targets, maintaining operations security is an important requirement for C2 nodes. This is achieved by the stringent adherence to information-security procedures and extensive use of C3D.

References

1. A military district may or may not coincide with a political district within the State government.
2. For the OPFOR, military actions above the tactical level will most commonly involve one or more OSCs, but could possibly involve an FG as an additional level of operational command. In most cases, the statements about an OSC in this manual would also apply to an FG, if one is created. Therefore, for the sake of brevity, references to FG will appear only where it is important to make a distinction between the OSC and FG levels.
3. Based on mission requirements, the commander may also allocate maneuver forces to the IFC. This is most often done when he chooses to use the IFC CP to provide C2 for a strike, but can also be done for the execution of other missions.