

Joint Publication 1

Volume 2



The Joint Force



19 June 2020



PREFACE

1. Scope

This joint publication (JP) provides foundational doctrine on the strategic direction of the joint force, the functions of the Department of Defense (DOD) and its major components, and a description of the organization and command and control (C2) mechanisms of joint command organizations in order to execute joint all-domain operations, achieve unified action, and carry out global military strategic and operational integration.

2. Purpose

JP 1, Volume 1, *Joint Warfighting*, and Volume 2, *The Joint Force*, provide foundational doctrine pertaining to the joint force. This volume provides guidance on the unified direction of the Armed Forces of the United States, foundations of DOD, and core tenets of joint command organization and C2. Challenges to the United States and its interests demand that the Armed Forces of the United States operate as a closely integrated joint team aligned with interagency and multinational partners across the competition continuum. Using a holistic approach is essential to advancing our interests to strengthen security relationships and capacity. This occurs by, with, and through military forces of foreign partners, US Government departments and agencies, US state and local governments, foreign governments, and international or nongovernmental organizations. Team-building is key to ensuring all these military forces, organizations, and agencies have the opportunity to work together across an evolving global security environment. It is vital that US Government organizations speak with a single voice in exchanges with allies and partners to minimize confusion. A globally integrated approach to operations will prepare the joint force to counter transregional, all-domain, and multifunctional threats. To succeed, the joint force must refine and align the military with the other instruments of national power and work with our partner nations to do the same. Our military must maintain its superiority while continuing to focus on the development of new advantages to enhance its capacity to defeat threats. We will continue to build support in other nations and promote global security through international organizations.

3. Application

a. **Intent.** This volume is written to aid the joint force, DOD, and all US allies and partners to work collectively to achieve military success. It applies to the Joint Staff, combatant commands (CCMDs), subordinate unified commands, joint task forces, subordinate components of these commands, the Services, the National Guard Bureau, and combat support agencies. This doctrine constitutes official advice to shape joint force operations to gain strategic military advantages. However, the judgment of the commander is paramount in all situations.

b. **Integration.** The key to our success depends on our collaboration with the joint, international, and interagency communities. This volume serves as the foundational

platform for global integration; the Armed Forces of the United States, our allies, and partners should review the guidance in this volume for all globally integrated plans and operations.

c. Requirements

(1) Readiness for multi and joint, all-domain operations. The Services, US Cyber Command (in areas unique to cyberspace operations), and US Special Operations Command (in areas unique to special operations) have specific responsibilities under Title 10, United States Code (USC), to organize, train, equip, prepare, and maintain their forces. The National Guard Bureau has similar, specific responsibilities under Titles 10 and 32, USC, and includes domestic operations or when National Guard (NG) forces (in a state active duty status) conduct NG civil support operations during domestic emergencies, designated law enforcement, and other activities. Service equipment, systems, and manpower skills form the very core of US military capabilities.

(2) Unified action. When joint force units, capabilities, and expertise are integrated with intelligence agencies and foreign partner security forces, they become more capable of unified action. Unified action is key in achieving national strategic objectives. This requires joint operations to merge capabilities and skill sets of assigned Service and special operations components.

(3) Global integration. Today's challenges require integration of CCMD activities and agile allocation and transfer of forces among them to deter and confront adversaries and competitors. This is achieved through the process of global integration, resulting in the arrangement of cohesive military actions in time, space, and purpose, executed as a whole to address transregional, all-domain, and multifunctional challenges. This also requires that US Government narratives, themes, and messages are aligned with the diplomatic, informational, military, and economic instruments of national power.



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**SUMMARY OF CHANGES
REVISION OF JOINT PUBLICATION 1
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- **Completes volume 2 of the two-volume series Joint Publication 1, Volume 1, *Joint Warfighting*, and Volume 2, *The Joint Force*.**
- **Describes the unified direction of the Armed Forces of the United States.**
- **Outlines the functions of the Department of Defense and its components.**
- **Discusses joint command organizations and joint command and control.**
- **Clarifies the Secretary of Defense, Chairman of the Joint Chiefs of Staff, and combatant commander roles in global integration.**
- **Recognizes Service requirements to man, train, organize, equip, and prepare multi-domain forces that can be readily integrated in joint, all-domain operations.**
- **Updates and describes the Joint Strategic Planning System.**
- **Clarifies the revised roles of the combatant commands (CCMDs) pursuant to the *Unified Command Plan*.**
- **Removes references to geographic and functional commands and simply refers to them as CCMDs.**
- **Clarifies the roles of the CCMDs, to include the newly formed US Space Command.**

Summary of Changes

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EXECUTIVE SUMMARY COMMANDER'S OVERVIEW

- Discusses how national strategic direction is used to provide unified direction of Armed Forces of the United States.
 - Describes the foundations of the Department of Defense and its major components.
 - Outlines how joint command organizations are established and the responsibilities of the commander, staff, and components of a joint force.
 - Describes command relationships.
 - Discusses command and control fundamentals, organization for joint command and control, joint command and staff processes, and command and control support systems.
 - Outlines the National Military Command System.
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Unified Direction of Armed Forces of the United States

National Strategic Direction National policy and planning documents provide national strategic direction. The President and Secretary of Defense (SecDef), assisted by the Chairman of the Joint Chiefs of Staff (CJCS) and the Under Secretary of Defense for Policy, provide direction for Service chiefs; Military Department (MILDEP) Secretaries; combatant commanders (CCDRs); Chief, National Guard Bureau (CNGB); and combat support agency (CSA) directors.

Strategic Guidance and Responsibilities

Strategic planning-related documents that inform military planning and resourcing, and also assign related responsibilities to senior leaders and organizations, include:

- The **National Security Strategy (NSS)**, signed by the President, sets out the principles and priorities necessary to provide enduring security for the American people and shape the global environment.
- The **National Defense Strategy (NDS)**, signed by SecDef. The strategy supports the most recent NSS.
- The **National Military Strategy**, signed by the CJCS, supports the objectives of the NSS and

implements the NDS. It describes the Armed Forces' of the United States plan to achieve military objectives in the near term and provides a vision for designing and developing a force capable of meeting future challenges.

- The *Contingency Planning Guidance* issues the President's guidance for contingency planning and conveys SecDef's guidance for plans and defense posture.
- Chairman of the Joint Chiefs of Staff Instruction 3110, *(U) Joint Strategic Campaign Plan (JSCP)*, provides guidance to CCDRs, Service chiefs, the CNGB, CSA directors, applicable Department of Defense (DOD) agency directors, and DOD field activity directors to accomplish tasks and missions based on near-term military capabilities.
- The *Global Force Management Implementation Guidance* lists the assigned and apportioned forces for unified commands and states critical policy guidance for the assignment, apportionment, and allocation of forces to joint commands.

The Strategic Environment, National Defense Challenges, and Strategic Readiness

Strategic Environment. The strategic environment is characterized by uncertainty, complexity, rapid change, and persistent competition and conflict. This environment is fluid, with continually changing alliances and partnerships and increasing transregional, all-domain, and multifunctional threats. While it is impossible to predict precisely how challenges will emerge and what form they might take, uncertainty, ambiguity, and surprise will dominate the course of regional and global events.

National Defense Challenges. The strategic environment presents broad national defense challenges likely to require the employment of the joint force. All of these challenges are national problems requiring a strategic approach to match ends, ways, and means to achieve national objectives. To deal with these challenges, the US military, often in conjunction with our interagency partners, as well as our partner nations' military, security forces, and law enforcement agencies.

Comprehensive Joint Readiness. Readiness is the ability of military forces to fight and meet the demands of assigned missions. It is the foundation for our responsiveness to provide viable national security options to the President and SecDef in the event of a crisis or contingency. To address future challenges, the joint force must maintain a state of continual readiness. Maintaining a ready, flexible, and agile military is paramount to executing our national strategy. Comprehensive joint readiness is the ability of the joint force to perform missions and provide capabilities to achieve strategic objectives as identified in strategic-level documents.

Chain of Command

The President and SecDef exercise authority, direction, and control of the Armed Forces of the United States through two distinct branches of the chain of command: an operational branch and an administrative branch. A separate **channel of communication** facilitates communication and coordination between the President and US state governors.

The Unified Command Plan

The National Security Act of 1947 and Title 10, United States Code (USC), provide the basis for establishment of unified commands of US military forces. The *Unified Command Plan* (UCP) establishes the missions, responsibilities, and areas of responsibility (AORs) of CCDRs. CCDRs may establish subordinate unified commands when so authorized by SecDef through the CJCS.

Combatant Commands (CCMDs)

The President, through SecDef and with the advice and assistance of the CJCS, establishes combatant (unified) commands for the performance of military missions and prescribes the force structure of such commands.

Military Departments, Services, Forces, National Guard Bureau, and Combat Support Agencies

The authority vested in the Secretaries of the MILDEPs in the performance of their role to organize, train, equip, and provide forces runs from the President through SecDef to the MILDEP Secretaries. Then, to the degree established by the Secretaries or specified in law, this authority runs through the Service chiefs to the Service component commanders assigned to the CCDRs and to the commanders of forces not assigned to the CCDRs.

The National Guard Bureau (NGB) is a joint activity of DOD. The NGB performs certain Service-specific functions and unique functions on matters involving non-federalized National Guard (NG) forces. The CNGB is responsible to SecDef through the CJCS for ensuring units and members of the Army National Guard and the Air National Guard are trained and equipped to fulfill assigned missions in federal and non-federal statuses.

In addition to the Services, a number of DOD agencies provide specialized combat support or combat service support to joint commands and are designated as CSAs. CSAs, established by SecDef, are the Defense Intelligence Agency, National Geospatial-Intelligence Agency, Defense Information Systems Agency, Defense Logistics Agency, Defense Contract Management Agency, Defense Threat Reduction Agency, Defense Health Agency, and National Security Agency. The CSA directors are accountable to SecDef.

Interorganizational Cooperation

Interagency coordination is the cooperation and communication occurring between United States Government (USG) departments and agencies to achieve an objective. Similarly, in the context of DOD involvement, interorganizational cooperation refers to the interaction that occurs among elements of DOD; participating USG departments and agencies; state, territorial, local, and tribal agencies; foreign military forces and government agencies; international organizations; nongovernmental organizations (NGOs); and the private sector.

Foundations of the Department of Defense and its Major Components

Organizations in the Department of Defense (DOD)

DOD components consist of Office of the Secretary of Defense (OSD); the CJCS and Joint Chiefs of Staff (JCS); the Joint Staff (JS); the DOD Office of the Inspector General; the combatant commands (CCMDs); the MILDEPs, the DOD agencies; the DOD field activities; and such other offices, agencies, activities, organizations, and commands established or designated by law, or by the President or SecDef.

Functions of DOD

DOD maintains and employs the Armed Forces of the United States to:

- Support and defend the Constitution of the United States against all enemies, foreign and domestic.
- Ensure, by timely and effective military action, the security of the United States, its territories, and areas vital to its interest.
- Uphold and advance the national policies and interests of the United States.

The military is just one of the instruments of national power our nation has to protect our national interests. The role of DOD in supporting US interests is rooted in efforts to reduce the potential for conflict, by deterring aggression and coercive behavior in key regions and by positively influencing global events. Any decision to commit US forces to uncertain or hostile environments should be based not only on the likely costs and expected risks of military action but fundamentally on the nature of the national interests at stake.

Functions and Responsibilities within DOD

The functions and responsibilities assigned to the Secretaries of the MILDEPs, the Services, the JCS, JS, OSD, CCMDs, and NGB are carried out in such a manner as to:

- Provide military advice to the President and SecDef.
- Provide effective strategic direction of the Armed Forces of the United States.
- Employ the Armed Forces of the United States as a joint force.
- Integrate the Armed Forces of the United States into an effective and cohesive team.
- Mitigate unnecessary duplication or overlapping capabilities among the Services by using personnel, intelligence, facilities, equipment, supplies, and services of all Services to increase military effectiveness and economy of resources.
- Coordinate Armed Forces of the United States' operations to promote efficiency and economy and to prevent gaps in responsibility.

- Provide effective multinational operations and interagency, international organization, and NGO coordination and cooperation.

Executive Agents

SecDef or the Deputy Secretary of Defense may designate a DOD executive agent (EA) and assign associated responsibilities, functions, and authorities to provide defined levels of support for operational missions, or administrative or other designated activities involving two or more DOD components. The head of a DOD component may be designated as a DOD EA. The DOD EA may delegate to a subordinate designee within that official's component the authority to act on that official's behalf for those DOD EA responsibilities, functions, and authorities assigned by SecDef or the Deputy Secretary of Defense.

Joint Chiefs of Staff

The JCS consists of the CJCS; the Vice Chairman of the Joint Chiefs of Staff; the Chief of Staff, the United States Army; the Chief of Naval Operations; the Chief of Staff, the United States Air Force; the Commandant of the Marine Corps; the Chief of Space Operations; and the CNGB. As a member of the JCS, the CNGB has the specific responsibility to address matters involving non-federalized NG forces in support of homeland defense and defense support of civil authorities missions. The JS supports the JCS and constitutes the immediate military staff of SecDef.

- The CJCS is the principal military advisor to the President, National Security Council (NSC), Homeland Security Council (HSC), and SecDef.
- The other members of the JCS are military advisors to the President, NSC, HSC, and SecDef.

Chairman of the Joint Chiefs of Staff

The CJCS's primary functions for planning, advice, and policy formulations, as provided in Title 10, USC, are: in terms of assisting the President of the United States and SecDef in providing for the strategic direction planning, global military integration, comprehensive joint readiness, joint capability development, and joint force development activities.

CCMDs

With the advice and assistance of the CJCS, the President, through SecDef, establishes CCMDs in the UCP, with some having designated geographic AORs.

AORs provide a basis for coordination by CCDRs. CCDRs with AORs are responsible for the missions in their AOR, unless otherwise directed. CCDRs without AORs have global responsibilities.

In accordance with the UCP, all CCDRs are responsible for:

- Detecting, deterring, and preventing attacks against the United States, its territories, and bases; and employing appropriate force across the full spectrum of competition and conflict to defend the Nation.
- Carrying out assigned missions and tasks and planning for and executing military operations, as directed.
- Assigning tasks to, and directing coordination among, subordinate commands to ensure unified action.
- Designating and establishing the readiness requirements of assigned Service headquarters to a joint task force (JTF)-capable headquarters.
- Providing trained and ready joint forces to other CCMDs, as directed.
- Maintaining the security of, and carrying out force protection responsibilities for, the command, including assigned or attached commands, forces, and assets.
- Planning, conducting, and assessing security cooperation activities in support of global security cooperation guidance, and making priority recommendations to SecDef.
- Supporting other CCDRs in the planning and execution of military support to stabilization, humanitarian assistance, disaster relief, and countering threat networks, as directed.
- Exercising coordinating authority as directed for the development of designated plans with other CCMDs.

Joint Command Organizations

Establishing Unified And Subordinate Joint Commands

Joint commands are established at three levels: unified CCMDs, subordinate unified commands, and JTFs. CCMDs are established by the President, through SecDef, with the advice and assistance of the CJCS. Commanders of unified CCMDs may establish subordinate unified commands when so authorized by SecDef through the CJCS. SecDef, CCDRs, subordinate unified commanders, or existing JTF commanders can establish JTFs.

The UCP establishes the physical and geographic boundaries assigned to CCMDs with an AOR. These AORs do not restrict accomplishment of assigned missions; CCDRs may operate forces wherever required to accomplish their missions. The UCP provides that, unless otherwise directed by SecDef, when significant operations overlap the boundaries of two AORs, a JTF will be formed. Command of the JTF will be determined by SecDef and assigned to the appropriate CCDR.

Unified CCMD

A unified CCMD is a **command with broad continuing missions under a single commander** and composed of significant assigned components of two or more MILDEPs established and designated by the President through SecDef and with the advice and assistance of the CJCS.

Specified CCMD

There are currently no specified CCMDs designated. The option for the President (through SecDef) to create a specified CCMD exists in Title 10, USC, Section 161. A specified CCMD is normally composed of forces from a single MILDEP that has a broad continuing mission, normally functional, and is established and so designated by the President, through SecDef, with the advice and assistance of the CJCS.

Subordinate Unified Command

When authorized by SecDef, through the CJCS, commanders of unified CCMDs may establish subordinate unified commands to conduct operations on a continuing basis in accordance with the criteria set forth for unified CCMDs. A subordinate unified command is established by commanders of unified commands to conduct operations on a continuing basis in accordance with the criteria set forth for unified commands. Subordinate unified commands may be established on a geographical area or on a functional basis.

Joint Task Force

A JTF may be established on a geographical area or functional basis when the mission has a specific operational-level objective and does not require overall centralized control of logistics. Options to organize a JTF include by Service component, area, or function. JTFs are constituted by SecDef, CCDR, a subordinate unified commander, an existing JTF commander, or, in the case of the NG, a state governor or adjutant general.

Multinational Force Commands

Authority. Within multinational forces commands, the President retains command authority over US forces, down to the individual Service member. Under this authority, all US forces conduct administrative, disciplinary, and reporting functions under national command channels. On a case-by-case basis, the President may consider placing appropriate US forces under the command authority of a United Nations (UN), North Atlantic Treaty Organization, or multinational commander for specific operations authorized by the UN Security Council, or approved by the North Atlantic Council or other authorized international organization. Such command authorities are separate from and do not supersede US command authority.

Commander, Staff, and Components of a Joint Force

A joint force commander (JFC) possesses the following general responsibilities:

- Provide a clear commander's intent and timely communication of specified tasks, together with any required coordinating and reporting requirements. Tasks should be realistic and leave subordinate commanders flexibility in their concept of operations (CONOPS) and the ability to take the initiative as opportunities arise.
- Transfer forces and other capabilities to designated subordinate commanders for accomplishing assigned tasks.
- Provide all available information to subordinate JFCs and component commanders that affect their assigned missions and objectives.
- Delegate authority to subordinate JFCs and component commanders commensurate with their responsibilities.
- Ensure all personnel within the joint command have completed relevant training requirements, to

include technical and professional competencies, and adhere to the law of war.

Staff of a Joint Force

A joint staff should be established for commands composed of forces from more than one MILDEP. The staff of the commander of a CCMD, subordinate unified command, or JTF must be composed of Service members who constitute significant elements of the joint force. Positions on the staff should be divided among the Services, based on the representation and influence generally reflecting the composition of the joint force.

Service Component Commands

A Service component command, assigned to a CCDR, consists of the Service component commander and the Service forces (such as individuals, units, detachments, and organizations, including the support forces) that are assigned or attached to a CCDR.

Functional Component Commands

JFCs have the authority to establish functional component commands to control military operations. JFCs may decide to establish a functional component command to integrate planning; reduce their span of control; and/or significantly improve combat efficiency, information flow, unity of effort, weapon systems and munitions inventory management, component interaction, or control over the scheme of maneuver.

Joint Command and Control

Command Relationships

Command is central to all military action, and unity of command is central to unity of effort. Inherent in command is the authority a military commander lawfully exercises over subordinates, including authority to assign missions and accountability for their successful completion.

Unity of Command and Unity of Effort. Unity of command means all forces operate under a single commander with the requisite authority to direct all forces employed in pursuit of a common purpose. However, unity of effort requires coordination and cooperation among all forces, irrespective of command structure, toward a commonly recognized objective.

Assigned and Attached Forces. Forces are typically assigned when their organizational placement is relatively permanent and attached when their organizational

placement is relatively temporary (e.g., rotational forces). Attachment may occur in the operational chain of command under operational control (OPCON), tactical control (TACON), or support relationships.

Levels of Authority. The specific command relationship (combatant command [command authority] {COCOM}, OPCON, TACON, and support) defines the authority a commander has over assigned or attached forces. **With the exception of COCOM, superior commanders have the discretion to delegate all or some of the authorities inherent in the specified command relationship.**

***Combatant Command
(Command Authority)***

COCOM over assigned forces (those forces assigned by SecDef to meet UCP missions and responsibilities) is vested only in the commanders of CCMDs by Title 10, USC, Section 164 (or as otherwise directed by the President or SecDef), and cannot be delegated or transferred.

Basic Authority. COCOM provides full authority for a CCDR to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training (or in the case of US Special Operations Command and US Cyber Command, preparation and training of assigned forces), and logistics necessary to accomplish the missions assigned to the command. COCOM should be exercised through the commanders of subordinate organizations, normally JFCs, Service component commanders, and/or functional component commanders.

Operational Control

OPCON is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. OPCON may be exercised by commanders at any echelon at or below the level of CCMD and may be delegated within the command.

Basic Authority. OPCON is the authority to perform those functions of command over subordinate forces

involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations and joint training necessary to accomplish the mission.

Tactical Control

TACON is an authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed direction and control of movements and maneuvers within the operational area necessary to accomplish assigned missions or tasks assigned by the commander exercising OPCON of the attached force.

Support

Support is a command authority. A support relationship is established by a common superior commander between subordinate commanders when one organization should aid, protect, complement, or sustain another force. The support command relationship is used by SecDef to establish and prioritize support between and among CCDRs, and it is used by JFCs to establish support relationships between and among subordinate commanders.

Support Relationships Between Combatant Commanders

SecDef establishes support relationships between the CCDRs for the planning and execution of joint operations. This ensures the supported CCDR receives the necessary support. A supported CCDR requests capabilities, tasks supporting DOD components, coordinates with the appropriate USG departments and agencies (where agreements are established), and develops a plan to achieve the common objectives. As part of the team effort, supporting CCDRs provide the requested capabilities, as available, to assist the supported CCDR to accomplish missions requiring additional resources.

Support Relationships Between Subordinate Commanders

The JFC may establish support relationships between subordinate commanders to facilitate operations. Support relationships create an effective means to prioritize and enable unity of effort for various operations.

Command Relationships and the Global Force

All forces under the jurisdiction of the Secretaries of the MILDEPs (except those forces that are Service institutional or Service retained) are assigned to CCMDs

Management Assignment and Allocation of Forces

or Commander, US Element, North American Aerospace Defense Command. A force assigned or attached to a CCMD by the global force management process, or Service-retained forces, may be transferred to a CCDR only when directed by SecDef and under procedures prescribed by SecDef and approved by the President.

Other Authorities

Administrative Control (ADCON). ADCON is the direction or exercise of authority over subordinate or other organizations with respect to administration and support, including organization of Service forces, control of resources and equipment, personnel management, logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations.

Coordinating Authority. Coordinating authority is delegated to a commander or individual for coordinating specific functions and activities involving forces of two or more MILDEPs, two or more joint force components, or two or more forces of the same Service.

Direct Liaison Authorized (DIRLAUTH). DIRLAUTH is the authority granted by a commander (any level) to a subordinate to directly consult or coordinate an action with a command or agency within or outside of the granting command.

Command of National Guard and Reserve Forces

CCDRs exercise COCOM of Reserve Component forces when activated under appropriate Title 10, USC, authority. Normally, NG forces are under the command of their respective governor in Title 32, USC, or state active duty status when not ordered to active duty under Title 10, USC, authority.

Command and Control (C2) Within Joint, Federal, and State Operations

When the governor of a state and SecDef agree it is necessary and proper, they may designate a dual-status commander (DSC) to facilitate unity of effort between federal military and state NG forces, usually when providing a defense support of civil authorities response within that state. When designated, a DSC exercises command on behalf of, and receives separate orders from, a federal chain of command and a state chain of command.

C2 of Joint Commands

Command and control (C2) facilitates the commander's ability to make sound and timely decisions and successfully execute them. Unity of effort over complex operations is made possible through decentralized execution and unified action. Advances in information systems and communications may enhance the situational awareness and understanding of tactical commanders, subordinate JFCs, CCDRs, and even the national leadership.

Organization for Joint C2

Component and supporting commands' organizations and capabilities must be integrated into a joint organization that enables effective and efficient joint C2. The C2 structure is centered on the JFC's mission and CONOPS; available forces and capabilities; and joint force staff composition, capabilities, location, and facilities.

Joint Command and Staff Process

The nature, scope, and tempo of military operations continually changes, requiring the commander to make new decisions and take new actions in response to these changes. This may be viewed as part of a cycle that is repeated when the situation changes significantly. The cycle may be deliberate or rapid, depending on the time available. However, effective decision making and follow-through require the basic process be understood by all commanders and staff officers and adapted to the prevailing situation.

C2 Support Systems

A C2 support system, which includes interoperable supporting communications systems, is the JFC's principal tool used to collect, transport, process, share, and protect data and information. Joint C2 support systems must provide quality information to enable relevant and timely JFC decisions and provide feedback on objectives.

National Military Command System

The National Military Command System (NMCS) is the priority component of the DOD information network designed to support the President, SecDef, CJCS, and other senior leaders in the exercise of their responsibilities. The NMCS provides the means by which the President and SecDef can receive warning and intelligence to enable accurate and timely decision making, application of Service resources, assignment of

military missions, and communication of direction to CCDRs or the commanders of other commands.

CONCLUSION

This volume provides guidance on the unified direction of the Armed Forces of the United States, foundations of DOD, and core tenets of joint command organization and C2.

Executive Summary

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CHAPTER I

UNIFIED DIRECTION OF ARMED FORCES OF THE UNITED STATES

"[My job is] to give the President and the Secretary of Defense military advice before they know they need it."

**General John W. Vessey, Jr., United States Army
Chairman of the Joint Chiefs of Staff
(18 June 1982-30 September 1985)**

1. National Strategic Direction

a. **National strategic direction** is governed by the Constitution, US law, United States Government (USG) policy regarding internationally recognized law, and the national interest as represented by national security policy. Unified direction is the shared whole-of-government approach to protect the nation and its national interests. This direction leads to unified action that results in unity of effort to achieve national objectives. At the strategic level, unity of effort requires coordination among USG departments and agencies within the executive branch; between the executive and legislative branches; with nongovernmental organizations (NGOs), international organizations, and the private sector; among nations in alliance or coalition; and during bilateral or multilateral military engagement. National policy and planning documents provide national strategic direction. The President and Secretary of Defense (SecDef), assisted by the Chairman of the Joint Chiefs of Staff (CJCS) and the Under Secretary of Defense for Policy, provide direction for Service chiefs; Military Department (MILDEP) Secretaries; combatant commanders (CCDRs); Chief, National Guard Bureau (CNGB); and combat support agency (CSA) directors to:

- (1) Provide clearly defined and achievable national strategic objectives.
- (2) Provide timely strategic direction.
- (3) Prepare Active Component (AC) and Reserve Component (RC) forces for combat.
- (4) Provide clearly defined and understandable strategic messages tailored to relevant audiences.
- (5) Focus the Department of Defense (DOD) intelligence systems and efforts on the operational environment.
- (6) Align DOD, partner nations (PNs), and/or other USG departments and agencies into planning and subsequent operations.
- (7) Maintain all required support assets in a high state of readiness.

- (8) Deploy forces and sustaining capabilities that are ready to support the joint force commander's (JFC's) concept of operations (CONOPS).

Refer to Joint Publication (JP) 3-0, Joint Operations, and JP 5-0, Joint Planning, for more information on specific policy and planning documents related to national strategic direction.

b. **Responsibilities for national strategic direction** as established by the Constitution and US law are as follows:

(1) **The President** is responsible to the American people for national strategic direction.

(a) When the United States undertakes military operations, the Armed Forces of the United States are often the lead element of a national-level effort that coordinates the instruments of national power. Instilling unity of effort at the national level is necessarily a cooperative endeavor involving a number of USG departments and agencies. In certain operations, agencies of states, localities, or foreign nations may also be involved. The President establishes guidelines for civil-military integration, disseminates decisions, and monitors execution through the National Security Council (NSC).

(b) Complex operations may require a high order of civil-military integration. Presidential directives guide interagency alignment, coordination, and participation in such operations. Military leaders must work with the members of the national security team to promote unity of effort. Operations of USG departments and agencies representing the diplomatic, informational, and economic instruments of national power are not under command of the Armed Forces of the United States or of any specific JFC. In US domestic situations, another department, such as the Department of Homeland Security (DHS), may assume overall control of interorganizational cooperation, including military elements. Abroad, the Department of State (DOS) chief of mission (COM) (normally the ambassador), supported by the country team, is normally in control.

(2) **SecDef** is the principal assistant to the President in all matters relating to DOD and, subject to the direction of the President, exercises authority, direction, and control over DOD, including activities to create, support, and employ military capabilities. SecDef is the link between the President and the CCDRs and provides direction and control of the CCDRs as they conduct military activities and operations. SecDef provides authoritative direction and control over the Services through the Secretaries of the MILDEPs. SecDef exercises control of and authority over those forces not assigned to the combatant commands (CCMDs) and administers this authority through the Secretaries of the MILDEPs, the Service chiefs, and applicable chains of command. The Secretaries of the MILDEPs organize, train, and equip forces and provide for the administration and support of forces within their department, including those assigned or attached to the CCDRs.

(3) **The CJCS** is the principal military advisor to the President, the NSC, and SecDef and functions under the authority, direction, and control of the President and

SecDef. The CJCS assists the President and SecDef in providing for the strategic direction of the Armed Forces of the United States and the global integration of their operations. Communications between the President or SecDef and the CCDRs are normally transmitted through the CJCS.

(4) **CCDRs** exercise combatant command (command authority) (COCOM) over assigned forces and are responsible to the President and SecDef for the preparedness of their commands and performance of assigned missions. The *Unified Command Plan* (UCP) establishes the missions and responsibilities of CCDRs and provides the framework used to assign forces. Certain CCDRs are designated a geographic area of responsibility (AOR). All CCDRs exercise authorities as provided in the United States Code (USC), detailed in the UCP, and as otherwise directed by SecDef.

(5) The **CNGB** is a principal advisor to SecDef through the CJCS on matters involving non-federalized National Guard (NG) forces and on other matters as determined by SecDef pursuant to Title 10, USC, Section 10502.

(6) In a foreign nation, **the COM** is the direct representative of the President and is also responsible to the Secretary of State and the respective DOS regional bureaus to direct, coordinate, and supervise all USG elements in the host nation (HN), except those under the command of a CCDR, a USG multilateral mission, or an international organization. CCDRs coordinate with COMs in their AOR (as necessary) and negotiate memoranda of agreement (MOAs) with the COMs in designated countries to support military operations. Force protection (FP) is an example of a military function where an MOA would enhance alignment, coordination, and integration.

2. Strategic Guidance and Responsibilities

a. A number of strategic planning-related documents inform military planning and resourcing and also assign related responsibilities to senior leaders and organizations.

b. **National Planning Documents.** Figure I-1 illustrates the various strategic guidance sources, described in the context of national strategic direction.

3. The Strategic Environment, National Defense Challenges, and Strategic Readiness

a. **Strategic Environment.** The strategic environment is characterized by uncertainty, complexity, rapid change, and persistent competition and conflict. This environment is fluid, with continually changing alliances and partnerships and increasing transregional, all-domain, and multifunctional threats. While it is impossible to predict precisely how challenges will emerge and what form they might take, uncertainty, ambiguity, and surprise will dominate the course of regional and global events. Those conditions are made even more likely due to advances in information technology that enable individuals and organizations to access, use, and share information across the globe and to use information to affect the behavior of individuals, groups, and automated systems. In addition to traditional conflicts, emergent challenges threaten to significantly

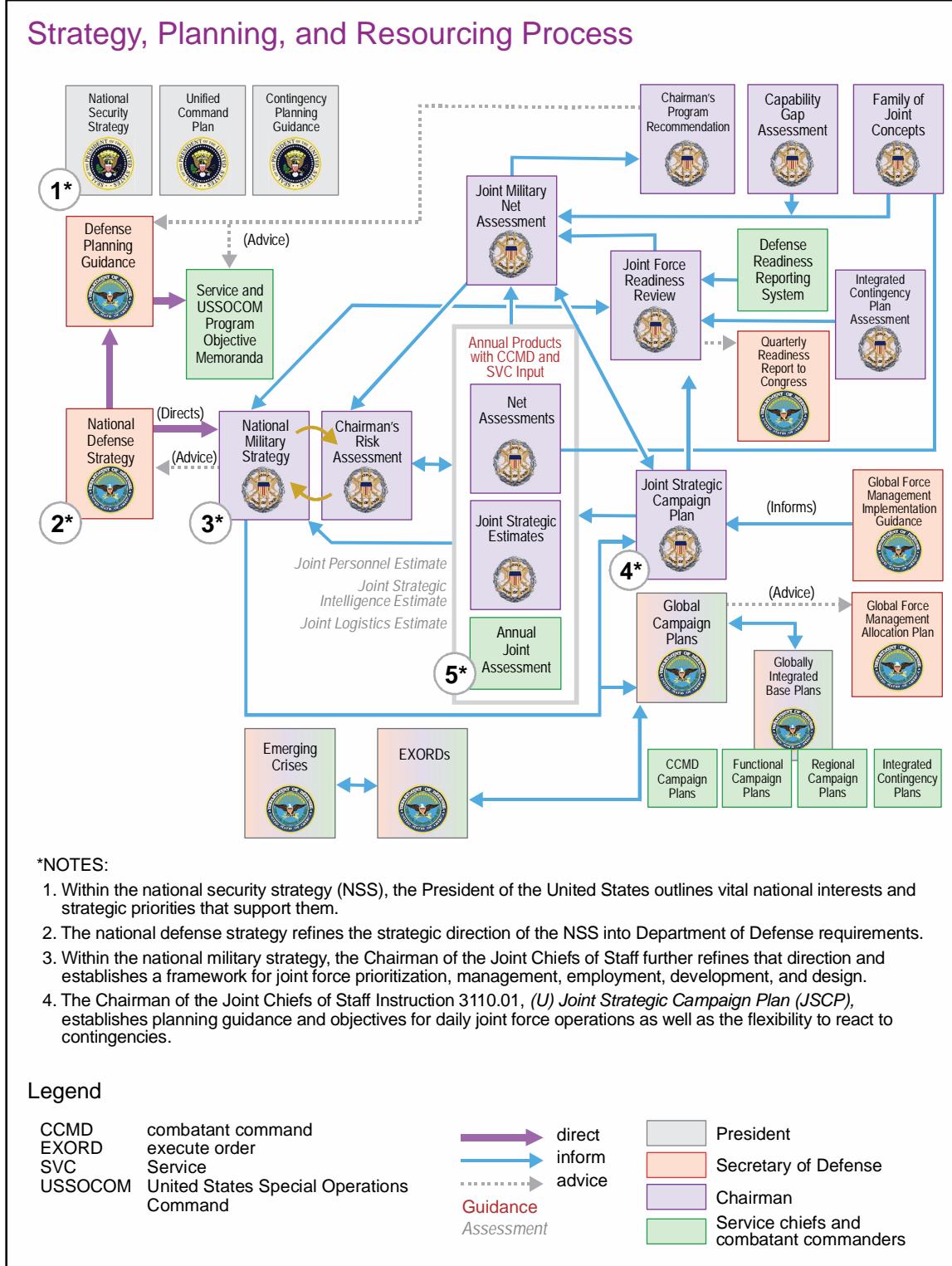


Figure I-1. Strategy, Planning, and Resourcing Process

disrupt our ability to project power and maintain our qualitative edge. These challenges include weapons of mass destruction (WMD), asymmetric threats, propaganda enabled by social media, and other information activities that directly target our civilian leadership and

population. Information can be more easily and inexpensively leveraged to affect the drivers of behavior of civilian leadership and the population to avoid or offset the physical overmatch of the joint force. Space and cyberspace have steadily increased in importance as a part of military operations. Space, cyberspace, and electromagnetic spectrum (EMS) capabilities figure prominently in the projection of military and national power. Operations in space, cyberspace, and the EMS are both a precursor to and an integral part of armed conflict. Enemies may elect to attack only in cyberspace, where military networks and critical infrastructure are vulnerable to remote access and actions remain difficult to attribute. As science and technology continue to evolve, opportunities to create new threats emerge. Our adversaries pursue strategies that make US power projection increasingly risky and enable near-peer competitors and regional powers to extend their coercive strength well beyond their borders. In the most challenging scenarios, the United States may be unable to employ forces the way it has in the past (i.e., build up combat power in an area, perform detailed rehearsals and integration activities, and conduct operations when and where desired). The joint force must be agile and flexible in the face of complex transregional, multi-domain, and multifunctional security challenges. To confront them, the CJCS manages global integration by coordinating with the Joint Chiefs and CCDRs to provide military advice to the President of the United States and SecDef.

b. National Defense Challenges. The strategic environment presents broad national defense challenges likely to require the employment of the joint force. All of these challenges are national problems requiring a strategic approach to match ends, ways, and means to achieve national objectives. To deal with these challenges, the US military, often in conjunction with our interagency partners, as well as our PNs' military, security forces, and law enforcement agencies, undertakes the following actions:

- (1) Protect the homeland, deter and defeat attacks on the United States, and support civil authorities.
- (2) Build security to preserve regional stability, deter and compete against adversaries, assure allies and partners, and cooperate globally to address common security challenges.
- (3) Compete for influence in the operational environment to generate leverage and create advantages if competition leads to armed conflict. This includes a range of military activities directed to achieve national objectives without escalation. The primary focus of these activities is to create conditions in support of other instruments of national power to give our senior leaders freedom of action during times of stability and times of crisis. Competitive military activities can be either defensive or offensive, unilateral or multilateral, employing conventional or special operations forces throughout the operational environment, and involve any combination of military capabilities. Competitive activities preserve and expand friendly military and nonmilitary advantages while limiting or eroding competitor operations, imposing costs, and increasing adversary doubts. Military competition supports, and is normally dependent on, the other instruments of national power.

(4) Project power to disrupt and degrade our enemies' ability to achieve their objectives, swiftly defeat aggression and threat networks, and assist DOS efforts to provide foreign humanitarian assistance.

c. **Comprehensive Joint Readiness.** Readiness is the ability of military forces to fight and meet the demands of assigned missions. It is the foundation for our responsiveness to provide viable national security options to the President and SecDef in the event of a crisis or contingency. To address future challenges, the joint force must maintain a state of continual readiness. Maintaining a ready, flexible, and agile military is paramount to executing our national strategy. Comprehensive joint readiness is the ability of the joint force to perform missions and provide capabilities to achieve strategic objectives as identified in strategic-level documents (*[U] National Security Strategy of the United States of America* [short title: NSS], *[U] National Defense Strategy of the United States of America* [short title: NDS], and the *[U] National Military Strategy of the United States of America* [short title NMS]). It is measured through holistic assessment of the joint force's ability to balance competing demands among global, transregional, all-domain, and multifunctional requirements to achieve strategic objectives. Strategic readiness is comprised of two components, joint readiness and force readiness. Joint readiness is the ability to integrate and synchronize forces to execute missions identified in strategic guidance (UCP; *Contingency Planning Guidance [CPG]* [short title: CPG]; Global Force Management Implementation Guidance [GFMIG]; Chairman of Joint Chiefs of Staff Instruction [CJCSI] 3110, *(U) Joint Strategic Campaign Plan [JSCP]* [short title: JSCP]; global campaign plans [GCPs], and named operations). Force readiness is a unit's ability to provide capabilities to support JFCs in executing assigned missions. Both are measured by the degree to which they can fulfill requirements. Comprehensive joint readiness addresses current global challenges while balancing options for emergent demand; it communicates the joint force's ability to synchronize and respond decisively with the requisite training and capabilities.

(1) The **NSS**, signed by the President, sets out the principles and priorities necessary to provide enduring security for the American people and shape the global environment. It provides a broad strategic context for employing military capabilities in concert with other instruments of national power. In the ends, ways, and means construct, the NSS provides the ends.

(2) The **NDS** is legislatively mandated by Congress per Title 10, USC, Section 113, to be released every four years in January and is signed by SecDef. The strategy supports the most recent NSS and includes:

(a) The priority missions of DOD and the assumed force planning scenarios and constructs.

(b) The assumed strategic environment, including the most critical and enduring threats to the national security of the United States and its allies posed by state or non-state actors, and the strategies DOD will employ to counter such threats and provide for the national defense.

(c) A strategic framework prescribed by SecDef that guides how DOD will prioritize among those enduring and critical threats.

(d) The force size and shape, force posture, defense capabilities, force readiness, infrastructure, organization, personnel, technological innovation, and other elements of the defense program necessary to support such strategy.

(e) The major investments in defense capabilities, force structure, force readiness, force posture, and technological innovation that DOD will make over the following five-year period in accordance with the strategic framework.

(3) The **NMS**, signed by the CJCS, supports the objectives of the NSS and implements the NDS. It describes the Armed Forces' of the United States plan to achieve military objectives in the near term and provides a vision for designing and developing a force capable of meeting future challenges. It also provides focus for military activities by defining a set of interrelated military objectives and joint operating concepts from which the CCDRs and Service chiefs identify desired capabilities and against which the CJCS assesses risk. These requirements are carried out through global force management (GFM) and employment (for the short term) and global force development and design (for the long term). This provides the means (from near to long term) of the ends, ways, and means construct.

(4) The **CPG** issues the President's guidance for contingency planning and conveys SecDef's guidance for plans and defense posture. The President approves the CPG. The CPG translates NDS requirements into prioritized contingency and posture planning guidance for DOD.

(5) The **JSCP** provides guidance to CCDRs, Service chiefs, the CNGB, CSA directors, applicable DOD agency directors, and DOD field activity directors to accomplish tasks and missions based on near-term military capabilities. The JSCP is signed by the CJCS and implements transregional, campaign, contingency, and posture planning guidance reflected in the CPG and NDS. Further, the CPG and JSCP provide specific planning guidance for preparation of CJCS strategic plans (including those to counter transregional threats), combatant command campaign plans (CCPs), GCPs, functional and regional campaign plans, and contingency plans.

(6) The **GFMIG** lists the assigned and apportioned forces for unified commands and states critical policy guidance for the assignment, apportionment, and allocation of forces to joint commands.

(7) The *National Strategy for Homeland Security*, also signed by the President, provides national direction for securing the homeland through a comprehensive framework for organizing the efforts of federal, state, local, tribal, and private organizations whose primary functions are often interwoven with national security.

(8) The *National Response Framework* developed by DHS establishes a comprehensive, national-level, all-hazards, all-discipline approach to domestic incident management. It covers the full range of complex and constantly changing requirements in anticipation of, or in response to, threats or acts of terrorism, major disasters, and other emergencies. DOD develops and revises its plans through United States Northern Command (USNORTHCOM), United States Indo-Pacific Command (USINDOPACOM), and United States Cyber Command (USCYBERCOM), and in coordination with the National Guard Bureau (NGB) to align with this framework and effectively and efficiently employ the joint force.

(9) The UCP provides missions and responsibilities for the CCMDs recommended by the CJCS to the President. The UCP also provides additional guidance for the CCDR to plan for and execute military actions.

(10) A CCP operationalizes planning guidance provided by the CPG and JSCP. A CCP synchronizes national objectives with CCMD plans. Within the context of the current defense strategy, the CCPs focus on setting conditions to protect US national interests, achieve US objectives, and prepare for contingency operations. It describes the command's operations, activities, and investments, which include military engagement, security cooperation, and other activities to prevent or mitigate conflict for the next five years. It should include measurable and achievable objectives that contribute to campaign objectives. Contingency plans for responding to crisis scenarios should be treated as branch plans to the campaign plan. For planning purposes, CCDRs use assigned, apportioned, and allocated forces. The GFMIG provides guidance for the process of force apportionment.

(11) **Campaign Support Plans.** Supporting CCMDs, Services, and DOD agencies routinely conduct security cooperation activities within a CCDR's AOR that include foreign nationals. Services and select DOD agencies must coordinate and provide their security cooperation strategies to the supported CCDR. Campaign support plans balance competing CCMD demands for limited global resources.

d. **Role of the CJCS.** The CJCS is the vital link between the President's national security policy and SecDef's defense strategies and objectives and transmits them to the CCDRs. The CJCS prepares strategic plans, including plans to address transregional threats, and conducts assessments. The CJCS provides for the preparation and review of CCDRs' contingency plans, which conform to policy and guidance from the President and SecDef.

For more information on the CJCS, see Chapter II, "Functions of the Department of Defense and its Major Components," paragraph 8, "Chairman of the Joint Chiefs of Staff."

e. **United States Coast Guard (USCG).** The Commandant of the Coast Guard is responsible for organizing, training, and equipping Service forces under Titles 10 and 14, USC. As prescribed in the *2008 Memorandum of Agreement Between the Department of*

Defense and Department of Homeland Security on the Use of the US Coast Guard Capabilities and Resources in Support of the National Military Strategy, the Commandant of the Coast Guard may provide forces to CCDRs to perform activities for which those forces are especially qualified. Under Title 14, USC, the USCG carries out military, law enforcement, humanitarian, and regulatory duties and is assigned to DHS under civil authorities for homeland security (HS). DOD forces may act in direct support of USCG commanders. The USCG has authority to make inquiries, examinations, inspections, searches, seizures, and arrests upon the high seas and waters subject to US jurisdiction. It is the only Service not constrained by the Posse Comitatus Act (PCA) or its extension by DOD directive.

f. **DOD Agencies.** DOD agencies are organizations established by SecDef under Title 10, USC, to perform a supply or service activity common to more than one MILDEP. There are numerous DOD agencies, including the Defense Intelligence Agency (DIA), Defense Logistics Agency (DLA), Missile Defense Agency, and Defense Threat Reduction Agency (DTRA).

4. Roles and Functions

The terms **roles** and **functions** should not be used interchangeably, as the distinctions between them are important.

a. Roles are the broad and enduring purposes for which the Services and the CCMDs were established in law.

b. Functions are the assigned duties, responsibilities, missions, or tasks of an individual, office, or organization. As defined in the National Security Act of 1947, as amended, the term “function” includes functions, powers, and duties (Title 50, USC, Section 3075).

For further information on functions, refer to JP 1, Volume 1, Joint Warfighting, and Chapter II, “Functions of the Department of Defense and its Major Components.”

5. Chain of Command

The President and SecDef exercise authority, direction, and control of the Armed Forces of the United States through two distinct branches of the chain of command: an operational branch and an administrative branch (see Figure I-2 and Chapter IV, “Joint Command and Control,” paragraph 1, “General Principles”). A separate **channel of communication** facilitates communication and coordination between the President and US state governors.

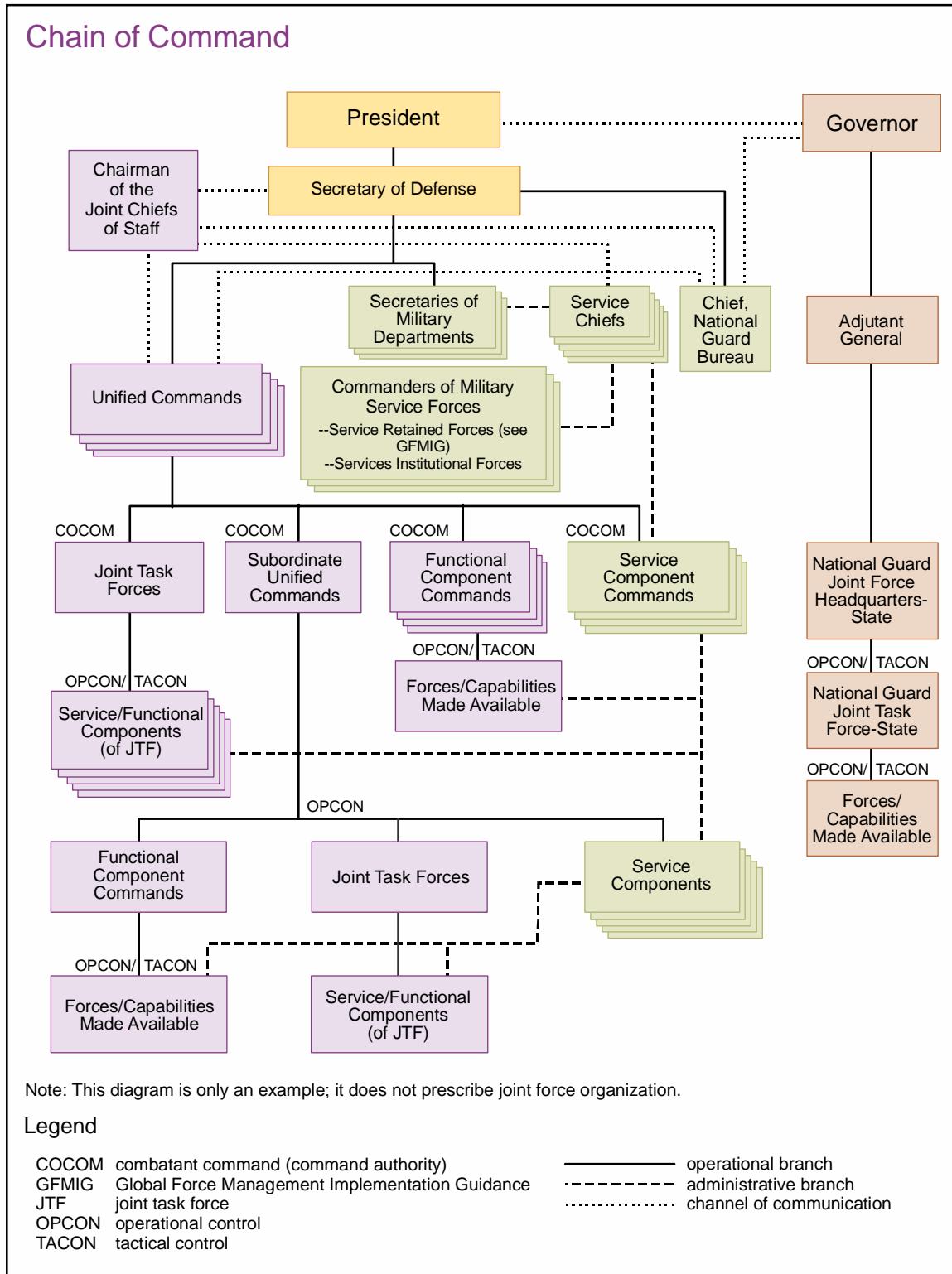


Figure I-2. Chain of Command

- The operational branch of the chain of command runs from the President, through SecDef, to the CCDRs. The GFM process assigns and allocates forces to the CCDRs. The CCDRs exercise COCOM over assigned forces and operational control (OPCON) or

tactical control (TACON) of attached forces. They are directly responsible to the President and SecDef for the performance of assigned missions and the preparedness of their commands. CCDRs prescribe the chain of command within their CCMDs and designate the appropriate command authority to be exercised by subordinate commanders.

b. The administrative branch of the chain of command runs from the President to SecDef to the Secretaries of the MILDEPs and, as prescribed by the Secretaries, to the commanders of Service forces. The MILDEPs, organized separately, operate under the authority, direction, and control of the Secretary of that MILDEP. The Secretaries of the MILDEPs exercise administrative control (ADCON) over Service forces through their respective Service chiefs and Service commanders. The Service chiefs, except as otherwise prescribed by law, perform their duties under the authority, direction, and control of the Secretaries of the respective MILDEPs to whom they are directly responsible. Secretaries of the MILDEPs exercise ADCON, through the Service chiefs, to recruit, train, equip, and sustain Service forces to provide to CCDRs for operational missions. Those Service forces not assigned to CCDRs are characterized as “Service retained” or “Service institutional” and remain assigned to their respective MILDEPs.

(1) Service-retained forces are forces that are specifically designed to execute operational missions when allocated to CCDRs via the GFM process. In the absence of a COCOM relationship, allocation through the GFM process is required to delegate OPCON of those forces to a CCDR.

(2) Service-institutional forces are those remaining that conduct the administrative functions of their respective MILDEP Secretaries, such as Service headquarters staffs and Service academies (see paragraph 8, “Military Departments, Services, Forces, National Guard Bureau, and Combat Support Agencies”).

6. The Unified Command Plan

The National Security Act of 1947 and Title 10, USC, provide the basis for establishment of unified commands of US military forces. The UCP establishes the missions, responsibilities, and AORs of CCDRs. CCDRs may establish subordinate unified commands when so authorized by SecDef through the CJCS.

For more detail, see the current Unified Command Plan.

7. Combatant Commands

a. The President, through SecDef and with the advice and assistance of the CJCS, establishes combatant (unified) commands for the performance of military missions and prescribes the force structure of such commands.

b. The CJCS assists the President and SecDef in performing their command functions. The CJCS transmits to the CCDRs the orders given by the President or SecDef and, as directed by SecDef, oversees the activities of those commands. Orders issued by the

President or SecDef are normally conveyed by the CJCS under the authority and direction of SecDef. Reports from CCDRs will normally be submitted through the CJCS, who forwards them to SecDef and acts as the spokesman for the CCDRs.

c. CCDRs have responsibility for UCP-assigned missions and some CCDRs are assigned physical AORs. AORs do not restrict accomplishment of missions and CCDRs may operate forces where required by mission.

For more information on CCMDs, see Chapter II, “Functions of the Department of Defense and its Major Components,” Section C, “Combatant Commands.”

8. Military Departments, Services, Forces, National Guard Bureau, and Combat Support Agencies

a. The authority vested in the Secretaries of the MILDEPs in the performance of their role to organize, train, equip, and provide forces runs from the President through SecDef to the MILDEP Secretaries. Then, to the degree established by the Secretaries or specified in law, this authority runs through the Service chiefs to the Service component commanders assigned to the CCDRs and to the commanders of forces not assigned to the CCDRs. ADCON provides for the preparation of military forces and their administration and support, unless such responsibilities are specifically assigned by SecDef to another DOD component.

b. The Secretaries of the MILDEPs are responsible for the administration and support of Service forces. They fulfill their responsibilities by exercising ADCON through the Service chiefs. The responsibilities and authority exercised by the Secretaries of the MILDEPs are subject by law to the authority provided to the CCDRs in their exercise of COCOM.

c. Each MILDEP Secretary, coordinating as appropriate with the other MILDEP Secretaries and with the CCDRs, has the responsibility for organizing, training, equipping, and providing forces to fulfill specific roles and for administering and supporting these forces. The MILDEP Secretaries also perform the role as force provider of Service-retained forces until those forces are allocated to CCMDs. When addressing similar issues regarding NG forces, coordination with NGB is essential.

d. Commanders of Service forces are responsible to Secretaries of the MILDEPs through their respective Service chiefs for the administration, training, and readiness of their unit(s). Commanders of forces assigned to the CCMDs are under the authority, direction, and control of (and are responsible to) their CCDR to carry out assigned operational missions, joint training and exercises, and logistics.

e. The USCG is a Service and a branch of the Armed Forces of the United States at all times. By law, it is established separately from DOD as a Service in DHS, except when transferred to the Department of the Navy (DON) during time of war or when the President so directs. Authorities vested in the USCG as a Service under Title 10, USC, and under Title

14, USC, remain in effect at all times, including when USCG forces are operating under DOD/DON chain of command. In support of the NMS, a 2008 MOA between DOD and DHS established that USCG forces may be attached to CCMDs to conduct activities for which they are especially qualified. To maintain a state of readiness to operate under DON, the USCG may undertake CCDR requirements at the discretion of the Commandant, USCG. USCG forces routinely serve alongside the United States Navy (USN) counterparts operating within a naval task organization in support of a maritime or USN component commander.

f. The NGB is a joint activity of DOD. The NGB performs certain Service-specific functions and unique functions on matters involving non-federalized NG forces. The CNGB is responsible to SecDef through the CJCS for ensuring units and members of the Army National Guard and the Air National Guard are trained and equipped to fulfill assigned missions in federal and non-federal statuses.

g. In addition to the Services, a number of DOD agencies provide specialized combat support or combat service support to joint commands and are designated as CSAs. CSAs, established by SecDef authority within Title 10, USC, Section 193, and Department of Defense Directive (DODD) 3000.06, *Combat Support Agencies* (CSAs), are the DIA, National Geospatial-Intelligence Agency, Defense Information Systems Agency, DLA, Defense Contract Management Agency, DTRA, Defense Health Agency, and National Security Agency. The CSA directors are accountable to SecDef.

h. The Services, USCYBERCOM (in areas unique to cyberspace operations [CO]), United States Special Operations Command (USSOCOM) (in areas unique to special operations), and United States Space Command (USSPACECOM) (in areas unique to space operations) share the responsibility for developing military capabilities for the CCMDs. All components of DOD are charged to coordinate on matters of common or overlapping responsibility. The Joint Staff (JS), Services, USCYBERCOM headquarters, USSOCOM headquarters, and USSPACECOM headquarters play a critical role in ensuring CCDRs' concerns and comments are included or advocated during the coordination.

9. Interorganizational Cooperation

a. General

(1) Interagency coordination is the cooperation and communication occurring between USG departments and agencies to achieve an objective. Similarly, in the context of DOD involvement, interorganizational cooperation refers to the interaction that occurs among elements of DOD; participating USG departments and agencies; state, territorial, local, and tribal agencies; foreign military forces and government agencies; international organizations; NGOs; and the private sector.

(2) CCDRs and subordinate JFCs must consider the potential requirements for interorganizational cooperation as a part of their activities within and outside of their operational areas. Military operations must be coordinated, aligned, integrated, and deconflicted with the activities of interorganizational partners, including various HN agencies within and en route to and from the operational area. Sometimes the JFC draws

on the capabilities of other organizations and/or provides capabilities to other organizations; sometimes the JFC merely deconflicts activities with those of others. These same organizations may be involved during all phases of an operation including pre- and post-operation activities. Roles and relationships among USG departments and agencies and state, tribal, and local governments must be clearly understood. Interagency coordination forges the vital link between the military and the diplomatic, informational, and economic instruments of national power. Successful interorganizational cooperation helps the USG build international and domestic support, conserve resources, and conduct coherent operations that efficiently achieve shared objectives.

For more information on interorganizational cooperation, see JP 3-08, Interorganizational Cooperation.

b. Interagency Unity of Effort

(1) **Achieving Unity of Effort.** Some of the techniques, procedures, and systems of military command and control (C2) can facilitate unity of effort if they are adjusted to the dynamic world of interagency coordination and different organizational cultures. Unity of effort can only be achieved through close, continual interagency and interdepartmental coordination and cooperation, which are necessary to overcome discord, inadequate structure and procedures, incompatible communications, cultural differences, and bureaucratic and personnel limitations.

(2) **Unity of Effort Guidance.** Within the USG, the NSS guides the development, alignment, and coordination of all the instruments of national power to achieve strategic objectives. The NSC is the principal policy-making forum for the strategic-level implementation of the NSS. The NSC system is a process to coordinate executive departments and agencies in the effective development and implementation of those national security policies. This coordination sets the stage for strategic guidance provided to the CCMDs, Services, and various DOD agencies and forms the foundation for operational- and tactical-level guidance.

(3) **NSC.** The NSC is the President's principal forum for considering national security and foreign policy matters with the senior national security advisors and cabinet officials. The NSC advises and assists the President in aligning all aspects of national security policy—domestic, foreign, military, intelligence, and economic (in conjunction with the National Economic Council). Along with its subordinate committees, the NSC is the principal means to coordinate, develop, and implement national security policy. The statutory members of the NSC are the President, Vice President, Secretary of State, and SecDef. The CJCS is the council's statutory military advisor, and the Director of National Intelligence is the council's statutory intelligence advisor. Officials from the Office of the Secretary of Defense (OSD) represent SecDef in NSC interagency groups. Similarly, the CJCS, assisted by the JS, represents the CCDRs for interagency matters in the NSC system. Other senior officials are invited to attend NSC meetings, as appropriate. Subcommittees of the NSC include:

(a) **NSC Principals Committee (PC).** NSC PC is the senior (cabinet-level) interagency forum for considering policy issues affecting national security.

(b) **NSC Deputies Committee (DC).** NSC DC is the senior subcabinet interagency forum for considering policy issues affecting national security. The NSC DC prescribes and reviews the work of the NSC interagency groups, helps to ensure issues brought before the NSC PC or the NSC are properly analyzed and prepared for decision, and oversees day-to-day crisis management and prevention.

(c) **NSC Interagency Policy Committees (IPCs).** The main day-to-day forum for interagency coordination of national security policy, NSC IPCs manage the development and implementation of national security policies by multiple USG departments and agencies. NSC IPCs provide policy analysis for the more senior committees of the NSC system to consider and ensure timely responses to Presidential decisions.

For more information on the NSC, see CJCSI 5715.01, Joint Staff Participation in Interagency Affairs, and Presidential Policy Directive-1, Organization of the National Security Council System.

(4) **Homeland Security Council (HSC).** While the NSC serves as the principal forum for considering national security policy issues requiring Presidential determination, the HSC provides a parallel forum for considering unique HS matters, especially those concerning terrorism within the United States. The HSC advises and assists the President with respect to all aspects of HS and serves as the mechanism for ensuring coordination of HS-related activities of executive departments and agencies and effective development and implementation of HS policies. Other subcommittees of the HSC include:

(a) **HSC PC.** The HSC PC is the senior (cabinet-level) interagency forum for HS issues.

(b) **HSC DC.** The HSC DC is the senior subcabinet interagency forum for consideration of policy issues affecting HS. The HSC DC tasks and reviews the work of the HSC interagency groups and helps ensure issues brought before the HSC PC or HSC are properly analyzed and prepared for action.

(c) **HSC IPCs.** The main forum for interagency coordination of HS policy, HSC IPCs coordinate the development and implementation of HS policies from multiple USG departments and agencies and coordinate those policies with state and local government. HSC IPCs provide policy analysis for consideration by the more senior committees of the HSC system and ensure timely responses to Presidential decisions. HSC IPCs are established for the following functional areas: detection, surveillance, and intelligence; plans, training, exercises, and evaluation; WMD response and recovery; key asset, territorial waters and airspace, and security; and domestic threat response and incident management.

For more information on the HSC, see CJCSI 5715.01, Joint Staff Participation in Interagency Affairs, and Homeland Security Presidential Directive-1, Organization and Operations of the Homeland Security Council.

c. Interagency Coordination

(1) The guidelines for interagency coordination ensure participating USG departments and agencies under appropriate authority focus their efforts on strategic objectives. The Armed Forces of the United States have unique capabilities to offer interagency partners. These include established, military-to-military, domestic and international contacts, resources (e.g., logistics) not available to nonmilitary agencies, civil affairs, and responsiveness based on military training, readiness, and global posture. Additional unique military capabilities include C2 resources supported by worldwide communications, intelligence, surveillance, and reconnaissance infrastructures; space and cyberspace capabilities; robust organizational and planning processes; training support for large numbers of individuals on myriad skills; and air, land, and maritime mobility support for intertheater or intratheater requirements.

(2) Interorganizational Cooperation in Foreign Areas

(a) Interorganizational cooperation in foreign areas may involve the exercise of USG policy regarding internationally recognized law; preexisting bilateral and multilateral military relationships, agreements, and arrangements managed by US embassies; treaties involving US defense interests; implementation of CCMD security cooperation activities; and initiatives concerning technology transfer or armaments cooperation and control, foreign humanitarian assistance, protection of civilians, peace operations, or other contingencies.

(b) At the national level, DOS leads the effort to support interagency coordination overseas, forming task-oriented groups or employing the NSC system to organize the effort.

(c) The formal US interagency structure in foreign nations operates under the lead of the COM, normally an ambassador, and the country team. Depending on the size and mandate of the diplomatic mission, the country team may include representatives from across the USG and subject matter experts in discrete functional areas such as public affairs (PA) and cultural affairs. The COM is ordinarily the lead for interagency coordination abroad that is essentially nonmilitary in nature but requires military participation, with representation and control of the military operations provided by the JFC.

(d) Within an AOR, the CCDR is responsible for planning and implementing military strategies and operations and interorganizational cooperation. Coordination required outside the geographic region may be supported by groups within the NSC system or individual USG departments and agencies, with lead for such coordination falling to the CCMD or the USG department or agency, depending on the circumstances. In some

operations, a special representative of the President or special envoy of the United Nations (UN) Secretary-General may be involved.

(e) Where relevant, interorganizational cooperation with international organizations and local governments should encourage the adoption of policies, plans, and capacity to improve the participation of women in processes connected to security and decision-making institutions.

(3) Domestic Interagency Coordination

(a) For HS-related interagency coordination that may require military participation, DHS has the lead. For homeland defense (HD) interagency coordination, DOD will have the lead. DHS is the primary entity for coordinating executive branch efforts to detect, prepare for, protect against, respond to, and recover from terrorist attacks within the United States.

(b) In domestic situations, US law and policy limit the scope and nature of military actions. SecDef retains the authority to approve use of DOD resources for defense support of civil authorities (DSCA). For DSCA operations within the United States, the Joint Staff J-3 [Operations Directorate] validates requests for assistance, determines what capabilities are available to fulfill the request, and coordinates SecDef approval to use DOD forces. On behalf of the CJCS, the JS J-3 coordinates the allocation of Title 10, USC, forces to USNORTHCOM, USINDOPACOM, or USCYBERCOM for operations approved by SecDef. The NG has unique roles in domestic operations. The NG, in either state active duty or Title 32, USC, status may provide support for an incident. The NGB coordinates support and assistance to affected states or territories and communicates with USNORTHCOM and/or USINDOPACOM on non-federal military response.

(c) Per Title 18, USC, Section 1385 (PCA), and DOD regulations, the United States is generally prohibited from employing Title 10, USC, forces to provide direct military involvement to enforce federal, state, tribal or local laws unless expressly authorized by the Constitution or Congress. For example, the President, as Commander-in-Chief under the Insurrection Act (Title 10, USC, Sections 252-254), may use the military in cases of civil disturbance and to protect USG functions and property. It is important to note that use of military forces in the defense of the United States is not support to civilian law enforcement and is not subject to the prohibitions of the PCA. With respect to DSCA operations, the duties and responsibilities of the assigned legal advisor is to oversee or offer training on the PCA and similar restrictions and the governing legal principles applicable to rules for the use of force and rules of engagement, including the use of both lethal and nonlethal force.

(d) In addition to coordinating with USG departments and agencies, other domestic participants may be involved, including state, territorial, local, and tribal government organizations, as well as the types of NGOs, international organizations, and private-sector entities that operate domestically and/or internationally.

For more information on HS, HD, DSCA, and associated interagency coordination activities in support of these missions, see the National Strategy for Homeland Security; National Response Framework; DOD Strategy for Homeland Defense and Defense Support of Civil Authorities; JP 3-27, Homeland Defense; and JP 3-28, Defense Support of Civil Authorities.

For more information on the NG's roles during domestic operations, see CNGB Instruction 3000.04, National Guard Bureau Domestic Operations.

(4) Command Relationships

(a) Command relationships should preserve the primacy of civil authorities in their spheres of responsibility while facilitating the full use of military forces as permitted by the Constitution, US law, and directives of the President. Military commands provide assistance in accordance with these directives for activities conducted under the control of civil authorities.

(b) The relationship of the US military with NGOs, international organizations, and private-sector entities may be viewed as an associate or partnership relationship. These civilian organizations do not operate in military or governmental hierarchies, and therefore, do not have formal supporting or supported relationships with US military forces. However, an MOA or memorandum of understanding can outline agreed-to relationships.

(5) Organizing for Interagency Coordination

(a) **Joint Interagency Coordination Group (JIACG).** When formed, a JIACG can provide the CCDR with an increased capability to collaborate with other USG departments and agencies (see Figure I-3 for a notional JIACG structure). The JIACG, an element of a CCDR's staff, is an interagency staff group that establishes and enhances regular, timely, and collaborative working relationships between civilian and military operational planners at the CCMDs. JIACGs complement the interagency coordination that occurs at the national level through DOD and the NSC and HSC systems. JIACG members participate in joint planning efforts and provide a conduit back to their parent organizations to help synchronize joint operations with the efforts of USG departments and agencies.

(b) The interagency planning cell is a contingency and planning-focused subgroup of the JIACG. The interagency planning cell can be organized or tailored to operate continuously to assist in and support interagency planning and/or coordination in crisis and/or contingency situations. During such situations, an interagency planning cell

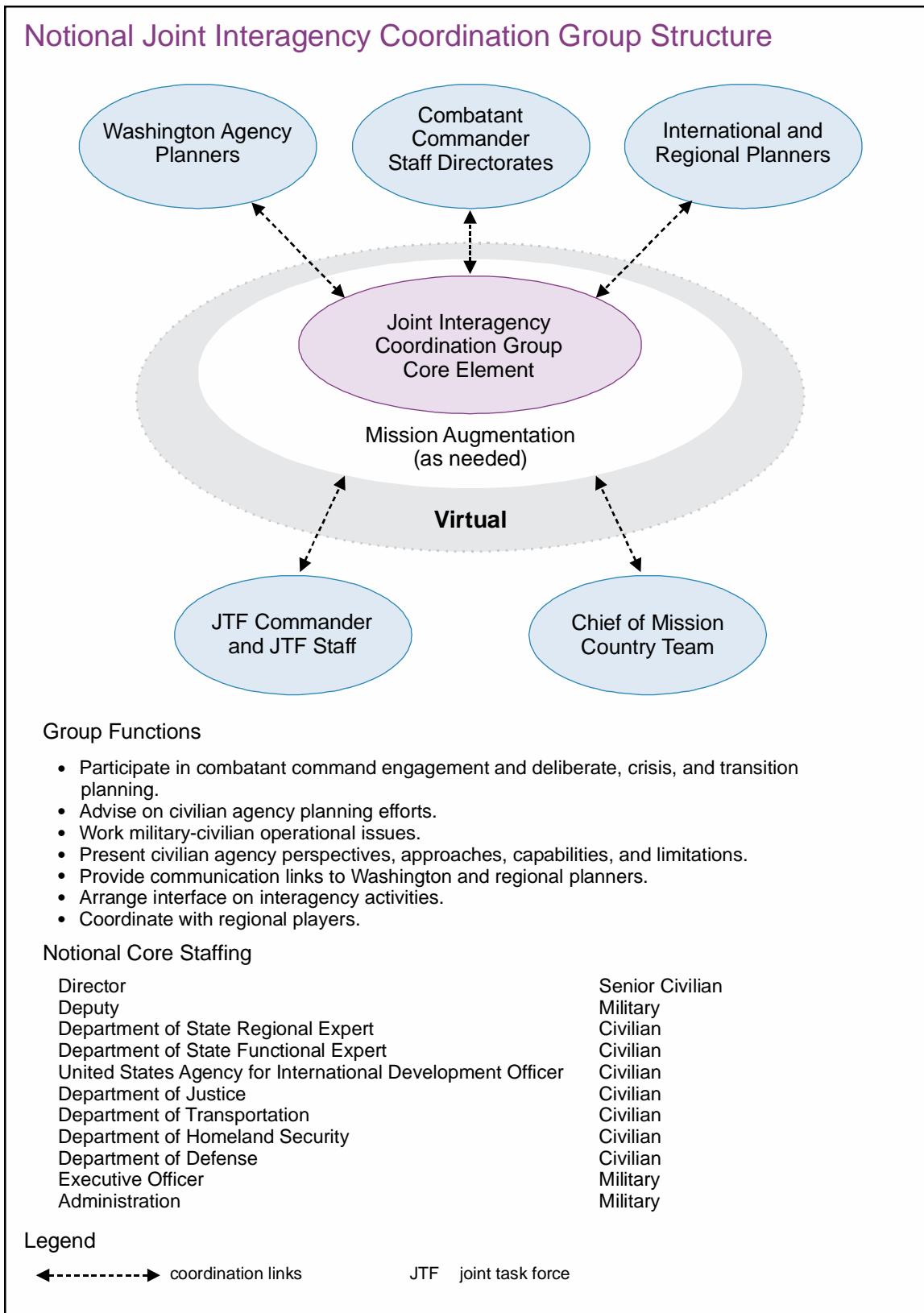


Figure I-3. Notional Joint Interagency Coordination Group Structure

facilitates a coherent, efficient, and responsive planning and coordination effort through focused or targeted participation by interagency subject matter experts and dedicated agency representatives. An interagency planning cell should be activated to support a CCMD's campaign planning efforts, ensuring interagency issues are fully considered in mission analysis and course of action (COA) development.

(c) Interagency coordination may also be accomplished through placement of interagency representatives throughout the CCMD staff directorates. This provides the interagency representatives with a permanent presence within the staff sections in which their expertise is most appropriate. This fosters a continuous interaction with military planners.

For more information on the JIACG and the interagency planning cell, see JP 3-08, Interorganizational Cooperation.

(6) Joint Task Force (JTF) Interorganizational Cooperation

(a) There are specific policies and procedures that guide JTF interagency coordination. The unique aspects of interagency coordination require the JTF headquarters to be especially flexible, responsive, and cognizant of the capabilities of not only the JTF's components but other agencies as well.

(b) In contrast to the established command structure of a CCMD or JTF, NGOs and international organizations in the operational area may not have a defined structure for controlling activities. Upon identifying organizational or operational mismatches between organizations, the staff of the CCMD or JTF should coordinate with the respective country teams to identify points at which liaison and coordinating mechanisms with NGOs and international organizations are appropriate.

(c) The civil-military operations center (CMOC) is composed of representatives from military, civilian, US, and multinational government agencies involved in the operation (see Figure I-4). An effective CMOC contributes to meeting the objectives of all represented agencies in a cooperative and efficient manner from the operational to tactical levels. The CMOC should incorporate as many HN local and regional civilian networks as possible. To best coordinate and collaborate military and civilian operations, the JTF should carefully consider where to locate the CMOC (e.g., proximity to the JTF command center).

For more information on the CMOC, see JP 3-08, Interorganizational Cooperation, and JP 3-57, Civil-Military Operations.

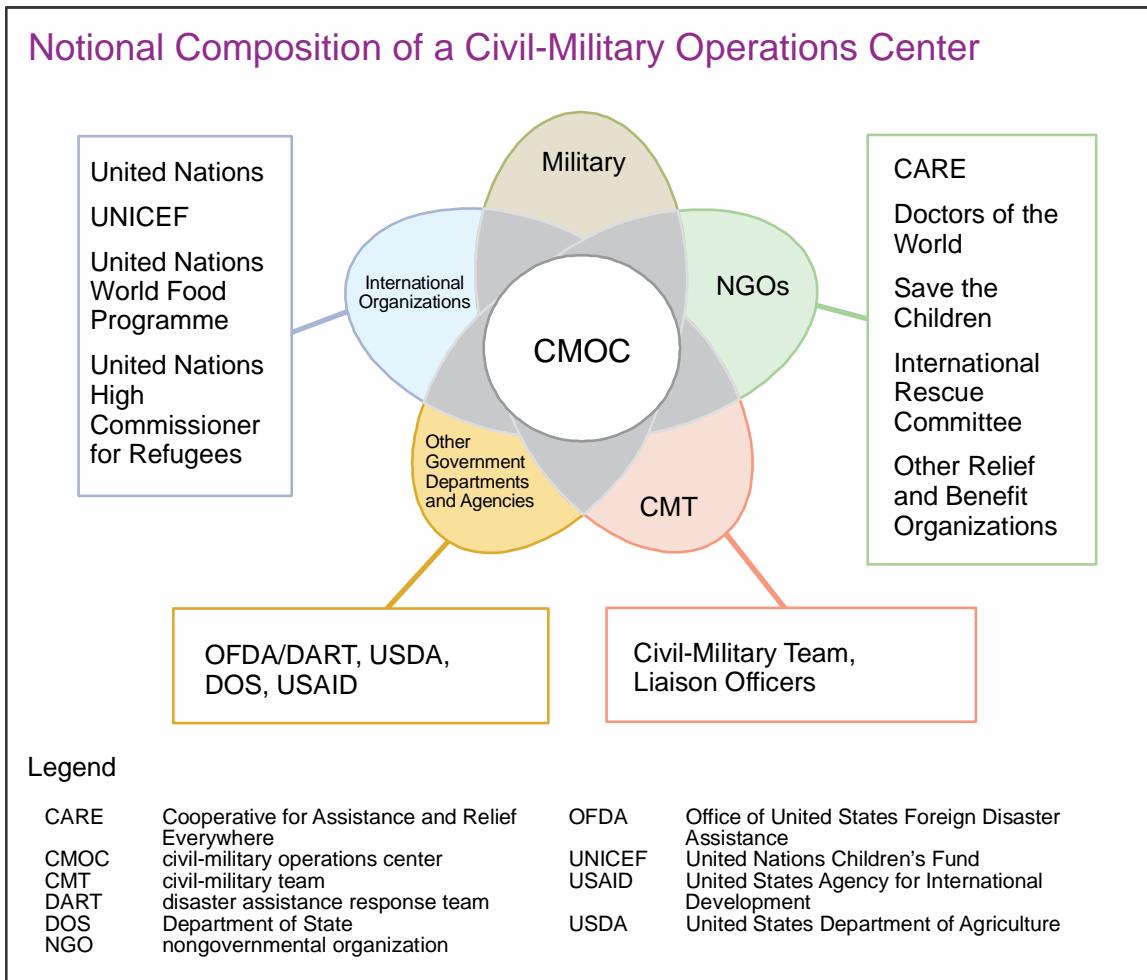


Figure I-4. Notional Composition of a Civil-Military Operations Center

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CHAPTER II

FUNCTIONS OF THE DEPARTMENT OF DEFENSE AND ITS MAJOR COMPONENTS

"It is a matter of record that the strategic direction of the war, as conducted by the Joint Chiefs of Staff, was fully as successful as were the operations which they directed... . The proposals or the convictions of no one member were as sound, or as promising of success, as the united judgments and agreed decisions of all the members."

Ernest J. King, Fleet Admiral
The US Navy at War, 1945

SECTION A. DEPARTMENT OF DEFENSE

1. General

Unified action in carrying out the military component of the NSS is accomplished through an organized defense framework. This chapter describes the components and their functions within that framework.

2. Organizations in the Department of Defense

a. **Responsibility.** SecDef is the principal assistant to the President in all matters relating to DOD. All functions in DOD and its component agencies are performed under the authority, direction, and control of SecDef.

b. DOD components consist of OSD; the CJCS and Joint Chiefs of Staff (JCS); the JS; the DOD Office of the Inspector General; the CCMDs; the MILDEPs; the DOD agencies; the DOD field activities; and such other offices, agencies, activities, organizations, and commands established or designated by law, or by the President or SecDef, in accordance with Title 10, USC, Sections 111, 113, 141, and 192.

3. Functions of the Department of Defense

a. As prescribed by higher authority, DOD maintains and employs the Armed Forces of the United States to:

(1) Support and defend the Constitution of the United States against all enemies, foreign and domestic.

(2) Ensure, by timely and effective military action, the security of the United States, its territories, and areas vital to its interest.

(3) Uphold and advance the national policies and interests of the United States.

b. The military is just one of the instruments of national power our nation has to protect our national interests. The role of DOD in supporting US interests is rooted in efforts to reduce the potential for conflict, by deterring aggression and coercive behavior in key regions and by positively influencing global events. Any decision to commit US forces to uncertain or hostile environments should be based not only on the likely costs and expected risks of military action but fundamentally on the nature of the national interests at stake. To protect those interests, the NDS plans for the following global security objectives:

- (1) Defend the homeland from attack.
- (2) Sustain joint force military advantages, both globally and in key regions.
- (3) Deter adversaries from aggression against our interests.
- (4) Enable US interagency counterparts to advance US influence and interests.
- (5) Maintain favorable regional balances of power in the Indo-Pacific, Europe, the Middle East, the Arctic, and the Western Hemisphere.
- (6) Defend allies from military aggression, bolster partners against coercion, and share responsibilities for common defense.
- (7) Dissuade, prevent, or deter states and non-states from acquiring, proliferating, or using WMD.
- (8) Prevent terrorists from directing or supporting operations against the homeland and our citizens, allies, and partners overseas.
- (9) To the extent possible, ensure all domains remain open and free.
- (10) Continuously perform defense missions with affordability and speed.
- (11) Establish an unmatched 21st century national security innovation base.

4. Functions and Responsibilities within the Department of Defense

a. The functions and responsibilities assigned to the Secretaries of the MILDEPs, the Services, the JCS, JS, OSD, CCMDs, and NGB are carried out in such a manner as to:

- (1) Provide military advice to the President and SecDef.
- (2) Provide effective strategic direction of the Armed Forces of the United States.
- (3) Employ the Armed Forces of the United States as a joint force.

(4) Integrate the Armed Forces of the United States into an effective and cohesive team.

(5) Mitigate unnecessary duplication or overlapping capabilities among the Services by using personnel, intelligence, facilities, equipment, supplies, and services of all Services to increase military effectiveness and economy of resources.

(6) Coordinate Armed Forces of the United States' operations to promote efficiency and economy and to prevent gaps in responsibility.

(7) Provide effective multinational operations and interagency, international organization, and NGO coordination and cooperation.

b. **Development of Major Force Requirements.** Major force requirements to fulfill any specific primary function of an individual Service must be justified on the basis of existing or predicted need as recommended by the CJCS, in coordination with the JCS and CCDRs, and as approved by SecDef.

c. **Exceptions to Primary Responsibilities.** The development of special weapons and equipment and the provision of training equipment required by each of the Services are the responsibilities of the individual Service concerned, unless otherwise directed by SecDef.

d. **Responsibility of a Service Chief for Disagreements Related to That Service's Primary Functions.** Each Service chief is responsible for presenting to the CJCS any unresolved disagreement related to the Service's primary functions. Any Service chief may present unilaterally any issue of disagreement with another Service.

5. Executive Agents

a. SecDef or the Deputy Secretary of Defense may designate a DOD executive agent (EA) and assign associated responsibilities, functions, and authorities to provide defined levels of support for operational missions, or administrative or other designated activities involving two or more DOD components. The head of a DOD component may be designated as a DOD EA. The DOD EA may delegate to a subordinate designee within that official's component the authority to act on that official's behalf for those DOD EA responsibilities, functions, and authorities assigned by SecDef or the Deputy Secretary of Defense. The exact nature and scope of the DOD EA responsibilities, functions, and authorities shall be prescribed in the EA appointing document at the time of assignment and will remain in effect until SecDef or the Deputy Secretary of Defense revokes or supersedes them.

b. Responsibilities of an EA are established in DODD 5101.1, *DOD Executive Agent*, and specific DODDs on specific EAs.

(1) Execute DOD EA responsibilities, consistent with applicable law and DOD policy.

(2) Ensure proper coordination with the DOD components for the responsibilities and activities assigned to provide continuous, sustainable, and global support as required by end users. Ensure effective planning throughout operations by developing a coordinated process and support plans for transition from peacetime to wartime and/or contingency operations.

(3) Identify requirements and resources, including force structure to the extent permitted by law, necessary to execute assigned responsibilities and functions. Submit these requirements to the head of the DOD component responsible for their respective budget documentation.

(4) Monitor resources used in performing assigned responsibilities and functions.

(5) Develop, maintain, and report results of performance of DOD EA responsibilities and functions, as may be required by law, SecDef decision, or other Congressional requirements.

(6) As necessary, obtain reports and information, consistent with Department of Defense Instruction (DODI) 8910.01, *Information Collection and Reporting*, to carry out assigned DOD EA responsibilities, functions, and authorities.

(7) Establish, maintain, and preserve information as records, consistent with DODI 5015.02, *DOD Records Management Program*, to document the transaction of business and mission of the DOD EA.

(8) Designate a focal point to coordinate matters regarding assigned DOD EA responsibilities, functions, and authorities.

6. Department of Defense Agencies

DOD agencies are organizational entities of DOD established by SecDef under Title 10, USC, to perform a supply or service activity common to more than one MILDEP.

For more information on DOD agencies, see DODD 5100.01, Functions of the Department of Defense and Its Major Components, and DODD 3000.06, Combat Support Agencies (CSAs).

SECTION B. JOINT CHIEFS OF STAFF

7. Composition and Functions

a. The JCS consists of the CJCS; the Vice Chairman of the Joint Chiefs of Staff (VCJCS); the Chief of Staff, the United States Army (USA); the Chief of Naval Operations; the Chief of Staff, the United States Air Force (USAF); the Commandant of the Marine Corps; the Chief of Space Operations; and the CNGB. As a member of the JCS, the CNGB has the specific responsibility to address matters involving non-federalized NG forces in

support of HD and DSCA missions. The JS supports the JCS and constitutes the immediate military staff of SecDef.

b. The CJCS is the principal military advisor to the President, NSC, HSC, and SecDef.

c. The other members of the JCS are military advisors to the President, NSC, HSC, and SecDef as specified below.

(1) A member of the JCS may submit, via the CJCS, advice or an opinion in disagreement with, or in addition to, the advice or opinion presented by the CJCS. If a member submits such advice or opinion, the CJCS shall present that advice or opinion to the President, NSC, or SecDef at the same time as presenting his own advice. The CJCS also, as considered appropriate, informs the President, the NSC, or SecDef of the range of military advice and opinion with respect to any matter.

(2) After first informing SecDef and the CJCS, the members of the JCS, individually or collectively, in their capacity as military advisors, may provide advice on a particular matter to the President, NSC, HSC, or SecDef.

d. To the extent it does not impair independence in the performance of duties as a member of the JCS, the members of the JCS (other than the CJCS and VCJCS) shall inform their respective MILDEP Secretaries regarding military advice rendered by members of the JCS on matters affecting their MILDEPs.

e. After first informing SecDef, a member of the JCS may make such recommendations to Congress relating to DOD as the member may consider appropriate.

f. Although the USCG is an operational component of DHS, the Commandant of the Coast Guard may be invited by the CJCS or the Service chiefs to participate in meetings or to discuss matters of mutual interest to the USCG and the other Services.

8. Chairman of the Joint Chiefs of Staff

a. As appropriate, the CJCS arranges for military advice to be provided to all offices of SecDef.

b. While holding office, the CJCS holds the grade of general or admiral and outranks all other officers of the Armed Forces of the United States. The CJCS, however, may not exercise military command over the CCDRs, JCS, or any of the Armed Forces of the United States.

c. Subject to the authority, direction, and control of SecDef, the CJCS serves as the spokesman for the CCDRs, especially on the current and future operational requirements of their commands. CCDRs send their reports to the CJCS, who reviews and forwards the reports as appropriate to SecDef, subject to the direction of SecDef, so that the CJCS may

better incorporate the views of CCDRs in advice to the President, the NSC, and SecDef. The CJCS also communicates the CCDRs' requirements to other elements of DOD.

d. Although the CJCS is tasked with global integration, this does not confer command authority. Rather, the CJCS, on behalf of SecDef, oversees matters requiring global military strategic and operational integration, providing advice on how best to align cohesive military actions in time, space, and purpose, executed as a whole, to address transregional, all-domain, and multifunctional challenges. In addition, the CJCS serves in the following manner:

(1) Strategic direction: assisting the President and SecDef in providing for the strategic direction of the Armed Forces of the United States.

(2) Strategic and contingency planning: develop strategic frameworks and prepare strategic plans; advise SecDef on the production of national defense strategy; prepare military analysis, options, and plans; provide for the preparation and review of contingency plans; and prepare joint logistics and mobility plans.

(3) Global military integration: provide advice to the President and SecDef on ongoing military operations, and advise SecDef on the allocation and transfer of forces among CCMDs.

(4) Comprehensive joint readiness: evaluate the overall preparedness of the joint force to perform its responsibilities under national defense strategies and to respond to significant contingencies worldwide.

(5) Joint capability development: assess capability gaps; advise SecDef on the appropriate trade-offs among life-cycle cost, schedule, performance, development risks and opportunities, and procurement quantity objectives for materiel capability solutions.

(6) Joint force development activities include developing joint doctrine for the employment of the Armed Forces of the United States; formulating policies and technical standards and executing actions for joint training; formulating policies for military education; formulating policies for development and experimentation on both urgent and long-term concepts; analyzing and prioritizing gaps in capabilities; formulating policies for gathering, developing, and disseminating joint lessons learned; and advising SecDef on development of joint command, control, communications, and cyberspace capabilities.

(7) Other matters: provide advice on budget proposals and capability priorities; represent the United States on the Military Staff Committee of the UN; and perform other duties as prescribed by law, the President, or SecDef.

(8) The NMS: develop and approve the NMS; conduct risk assessments to reconcile gaps in the NMS with current and forecasted military requirements.

- (9) Annual report on CCMD requirements: submit to the congressional defense committees a report on the requirements of the CCMDs after the submission of the President's budget for each fiscal year.

For further guidance on the CJCS functions, refer to Title 10, USC, Sections 153, 161, and 163.

9. Vice Chairman of the Joint Chiefs of Staff

- a. The VCJCS is appointed by the President, with the advice and consent of the Senate, from the officers of the regular components of the Armed Forces of the United States. The CJCS and VCJCS may not be members of the same armed force (Service).
- b. The VCJCS holds the grade of general or admiral and outranks all other officers of the Armed Forces of the United States except the CJCS. The VCJCS may not exercise military command over the JCS, the CCDRs, or any of the Armed Forces of the United States.
- c. The VCJCS performs the duties prescribed as a member of the JCS and such other duties and functions as may be prescribed by the CJCS with the approval of SecDef.
- d. The VCJCS is a member of the Nuclear Weapons Council, serves as the Vice Chairman of the Defense Acquisition Board, is a Co-chairman of the Electronic Warfare Executive Committee, and may be designated by the CJCS to act as the Chairman of the Joint Requirements Oversight Council.

10. Joint Staff

- a. The JS is under the exclusive authority, direction, and control of the CJCS. The JS performs duties using procedures that the CJCS prescribes.
- b. After coordination with the other members of the JCS and with the approval of SecDef, the CJCS may select a Director, JS.
- c. The CJCS manages the JS and its Director.
- d. Per Title 10, USC, Section 155, the JS does not operate as an overall armed forces general staff and has no executive authority. The JS may be organized and may operate along conventional staff lines to support the CJCS and the other members of the JCS in executing their assigned responsibilities. In addition, the JS is the focal point for the CJCS to ensure comments and concerns of the CCDRs and CSAs are well represented during all levels of coordination.

For further guidance on the JS, refer to Title 10, USC, Section 155.

SECTION C. COMBATANT COMMANDS

11. General

a. With the advice and assistance of the CJCS, the President, through SecDef, establishes CCMDs in the UCP, with some having designated geographic AORs. AORs provide a basis for coordination by CCDRs. CCDRs with AORs are responsible for the missions in their AOR, unless otherwise directed. CCDRs without AORs have global responsibilities.

b. Title 10, USC, Chapter 6 (Sections 161-166, 166a, 166b, 167, 167b, and 169) establishes the authority of CCDRs. Unless otherwise directed, a CCDR exercises command authority over all forces assigned in accordance with Title 10, USC, Section 164.

c. CCDRs exercise COCOM of assigned forces. The CCDR may delegate OPCON or TACON or establish support command relationships of assigned forces. Unless otherwise directed by the President or SecDef, COCOM may not be delegated. During planning, forces are apportioned using a GFM construct that identifies forces available for planning based on location and timeline. This requires supported CCDRs to coordinate with the supporting CCDRs and Services on required capabilities during planning and on mission criteria for specific units once they are allocated. CCDRs normally exercise OPCON of allocated forces. However, SecDef may specify other command relationships as required.

12. Functions

Title 10, USC, Section 164, outlines seven primary command functions of CCDRs. The functions are shown in Figure II-1.

13. Responsibilities

- a. In accordance with the UCP, all CCDRs are responsible for:
 - (1) Detecting, deterring, and preventing attacks against the United States, its territories and bases, and employing appropriate force across the competition continuum to defend the Nation.
 - (2) Carrying out assigned missions and tasks, and planning for and executing military operations, as directed.
 - (3) Assigning tasks to, and direct coordination among, subordinate commands to ensure unified action.
 - (4) Designating and establishing the readiness requirements of assigned Service headquarters to a JTF-capable headquarters.
 - (5) Providing trained and ready joint forces to other CCMDs, as directed.

Command Functions of a Combatant Commander

- Giving authoritative direction to subordinate commands and forces necessary to carry out missions assigned to the command, including authoritative direction over all aspects of military operations, joint training, and logistics.
- Prescribing the chain of command to the commands and forces within the command.
- Organizing commands and forces within that command as necessary to carry out missions assigned to the command.
- Employing forces within that command as necessary to carry out missions assigned to the command.
- Assigning command functions to subordinate commanders.
- Coordinating and approving those aspects of administration, support (including control of resources and equipment, internal organization, and training), and discipline necessary to carry out missions assigned to the command.
- Exercising the authority with respect to selecting subordinate commanders, selecting combatant command staff, suspending subordinates, and convening courts-martial as delineated in Title 10, United States Code, Section 164 and 822.

Figure II-1. Command Functions of a Combatant Commander

(6) Maintaining the security of, and carrying out FP responsibilities, for the command, including assigned or attached commands, forces, and assets.

(7) Planning, conducting, and assessing security cooperation activities in support of global security cooperation guidance, and making priority recommendations to SecDef.

(8) Supporting other CCDRs in the planning and execution of military support to stabilization, humanitarian assistance, disaster relief, and countering threat networks (CTN), as directed.

b. CCDRs with an AOR will:

(1) Exercise FP responsibilities for all US military forces within the designated AOR (with the exception of DOD personnel for whom the COMs have security responsibilities by law or interagency agreement).

(2) Plan and, as appropriate, conduct the evacuation and protection of US citizens and other designated persons in support of the evacuation from threatened areas; review, exercise, and recommend revisions to emergency action plans to ensure their feasibility.

(3) Provide advice and assistance to COMs in negotiation of rights, authorizations, and facility arrangements required to support US military missions.

(4) Provide the single point of contact on military matters in the AOR.

(5) Assume COCOM of security assistance organizations in the event of war or an emergency that prevents control through normal channels, or as directed.

(6) Command US forces that are conducting humanitarian relief operations, whether as a unilateral US action or as part of a multinational organization.

(7) Plan for and conduct military support to stabilization and foreign humanitarian assistance, as directed.

(8) Plan and conduct CTN operations, as directed.

SECTION D. MILITARY DEPARTMENTS, SERVICES, AND COMBAT SUPPORT AGENCIES

14. Common Functions of the Services

Subject to the authority, direction, and control of SecDef, and subject to the provisions of Title 10, USC, the USA, United States Marine Corps (USMC), USN, USAF, and United States Space Force (USSF) (under their respective MILDEP Secretaries) are responsible for the functions prescribed in detail in DODD 5100.01, *Functions of the Department of Defense and Its Major Components*. Specific Service functions also are delineated in that directive.

15. Combat Support Agency Functions

Subject to the authority, direction, and control of SecDef, and subject to the provisions of Title 10, USC, the CSAs are responsible for the functions prescribed in detail in DODD 5100.01, *Functions of the Department of Defense and Its Major Components*, and DODD 3000.06, *Combat Support Agencies (CSAs)*. Specific CSA functions are also delineated in those directives.

a. CSAs primarily fulfill combat support or combat service support functions for joint commands and in support of CCDRs executing military operations. CSAs perform support functions or provide supporting operational capabilities, pursuant to their establishing directives and pertinent DOD planning guidance.

b. CSAs typically operate in a supporting relationship to the CCMD. The CSA director exercises authority equivalent to a supporting commander.

CHAPTER III

JOINT COMMAND ORGANIZATIONS

“...success rests in the vision, the leadership, the skill, and the judgment of the professionals making up command and staff groups...”

General of the Army, Dwight D. Eisenhower
Crusade in Europe, 1948

SECTION A. ESTABLISHING UNIFIED AND SUBORDINATE JOINT COMMANDS

1. General

Joint commands are established at three levels: unified CCMDs, subordinate unified commands, and JTFs.

a. **Authority to Establish.** In accordance with the National Security Act of 1947 and Title 10, USC, and as described in the UCP, CCMDs are established by the President, through SecDef, with the advice and assistance of the CJCS. Commanders of unified CCMDs may establish subordinate unified commands when so authorized by SecDef through the CJCS. SecDef, CCDRs, subordinate unified commanders, or existing JTF commanders can establish JTFs.

b. **Basis for Establishing Joint Commands.** Joint commands are established by missions and responsibilities often based on either a geographic AOR or function.

(1) **Geographic Area.** Establishing a joint command on a geographic area basis is the most common method to assign responsibility for continuing operations. The title of the areas and their delineation are prescribed in the establishing directive. Note: CCDRs with an AOR normally assign subordinate commanders an operational area from within their AOR.

For further information on operational areas, refer to JP 3-0, Joint Operations.

(a) The UCP establishes the physical and geographic boundaries assigned to CCMDs with an AOR. These AORs do not restrict accomplishment of assigned missions; CCDRs may operate forces wherever required to accomplish their missions. The UCP provides that, unless otherwise directed by SecDef, when significant operations overlap the boundaries of two AORs, a JTF will be formed. Command of the JTF will be determined by SecDef and assigned to the appropriate CCDR.

(b) The authority directing movement or permanent location of transient forces apprises CCDRs with designated AORs and their subordinate JFCs of the presence, mission, movement, and duration of stay for transient forces within their operational area and of the chain of command under which these transient forces will function.

(c) Forces not assigned or attached to a CCDR with an AOR or attached to a subordinate JFC are often assigned missions that require them to cross boundaries. In such cases, it is the duty of the JFC to assist the operations of these transient forces to the extent of existing capabilities and consistent with other assigned missions. The JFC may be assigned specific responsibilities with respect to installations or activities exempted from their control, such as logistic support or area defense, particularly if enemy forces should traverse the operational area to attack the exempted installation or activity. FP policies in a CCDR's AOR take precedence over all FP policies or programs of any other DOD component deployed in that CCDR's AOR and not under the security responsibility of DOS. The CCDR or a designated representative (e.g., a JTF or component commander) delineates the FP measures for all DOD personnel not under the responsibility of DOS.

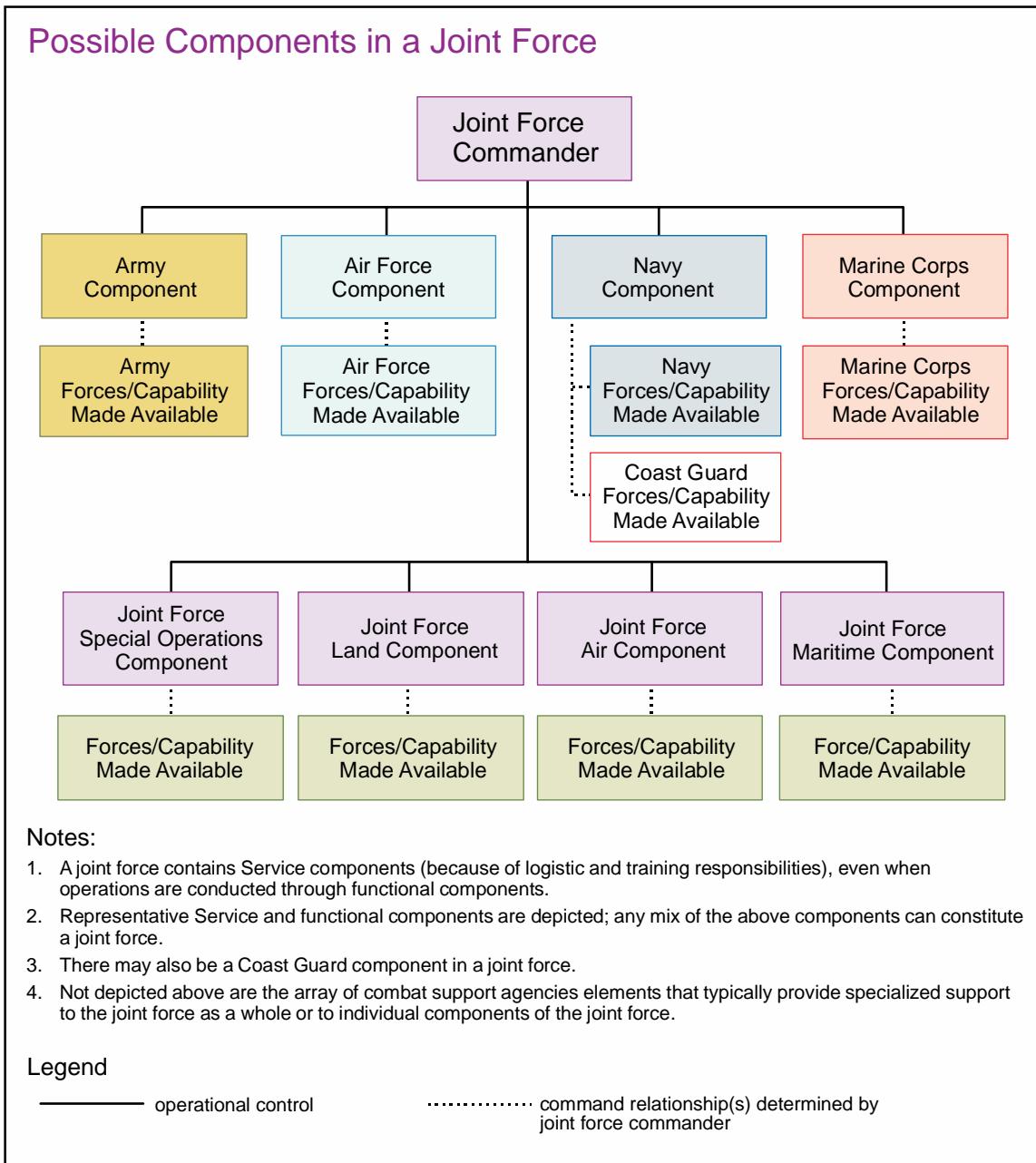
(d) Transient forces within the AOR of a CCDR are subject to that CCDR's orders in some instances (e.g., for coordination of emergency defense, FP, or allocation of local facilities).

(2) **Function.** Sometimes a joint force based solely on military functions without respect to a specific geographic region is more suitable to fix responsibility for certain types of continuing operations (e.g., the CCMDs for transportation, special operations, CO, and strategic deterrence). The commander of a joint force established on a functional basis is assigned a functional responsibility by the establishing authority.

(a) When defining functional responsibilities, the focus should be on the mission and objective(s) or service provided. The title of the functional responsibility and its delineation are prescribed in the establishing directive.

(b) The missions or tasks assigned to the commander of a functional command may require that certain installations and activities of that commander be exempt, partially or wholly, from the command authority of a CCDR in whose AOR they are located or within which they operate. Such exemptions must be specified by the authority that establishes the functional command. Such exemptions do not relieve the commanders of functional commands of the responsibility to coordinate with the affected CCDR.

c. **Organizing Joint Commands.** A JFC has the authority to organize assigned or attached forces with specification of OPCON to best accomplish the assigned mission based on intent, the CONOPS, and consideration of Service organizations (see Figure III-1). The organization should be sufficiently flexible to meet the planned phases of the contemplated operations and any development that may necessitate a change in plan. The JFC establishes subordinate commands, assigns responsibilities, establishes or delegates appropriate command relationships, and establishes coordinating instructions for the component commanders. Sound organization provides for unity of command, centralized planning and direction, decentralized execution, and comprehensive assessment. Unity of

**Figure III-1. Possible Components in a Joint Force**

effort is necessary for effectiveness and efficiency. Centralized planning and direction are essential for controlling and coordinating the efforts of the forces. Decentralized execution is essential because no one commander can control the detailed actions of a large number of units or individuals. Comprehensive, commander-led assessment is essential for gauging effectiveness of joint action and adaptiveness of continual planning. When organizing joint commands with multinational forces (MNFs), simplicity and clarity are critical. Complex or unclear command relationships or organization are counterproductive to developing synergy among MNFs.

(1) The composition of the JFC's staff reflects the composition of the joint force to ensure those responsible for employing joint commands have a thorough knowledge of the capabilities and limitations of assigned or attached forces.

(2) All joint commands include Service components, and the Service chiefs (on behalf of the MILDEP Secretaries) are responsible for administrative and logistics support of Service forces assigned or attached to joint forces. A JFC may assign or attach forces to subordinate commands without the formal creation of a respective Service component command. In the absence of a formally designated Service component commander, the senior Service commander assigned or attached to the subordinate JFC is responsible for Service ADCON. This relationship is appropriate when stability, continuity, economy, ease of long-range planning, and the scope of operations dictate organizational integrity of Service forces for conducting operations.

See paragraph 9, “Service Component Commands,” for more information on Service component commands.

(3) The JFC can establish functional component commands to conduct operations. Functional component commands are appropriate when forces from two or more MILDEPs must operate within the same operational area or there is a need to accomplish a distinct aspect of the assigned mission. Joint force land, air, maritime, and special operations component commands are examples of functional components. Functional component commanders are component commanders of a joint force and do not constitute a “joint force command” with the authorities and responsibilities of a JFC, even when employing forces from two or more MILDEPs. The exception is that a theater special operations command is a subordinate unified command established to plan, coordinate, conduct, and support joint special operations; while filling a functional role, it is a joint force command. When a functional component command employs forces from more than one Service, the functional component commander’s staff should include Service representatives from each of the employed Service forces to aid in understanding those Service capabilities and maximizing the effective employment of Service forces. Joint billets for needed expertise and individuals to fill those billets should be identified. Those individuals should be used when the functional component command is formed for exercises, contingency planning, or actual operations.

See paragraph 10, “Functional Component Commands,” for more information on functional component commands.

(4) Normally, joint commands are organized with a combination of Service and functional component commands with operational responsibilities. Joint commands organized with USA, USMC, USN, USAF, and USSF components may have special operations forces (SOF) organized as a functional component. SOF are normally established as a subordinate unified command organized as a theater special operations command and also serve as the joint force special operations component. The JFC defines the authority, command relationships, and responsibilities of the Service and functional

component commanders. However, the Service responsibilities (i.e., administrative and logistics) of the components must be given due consideration by the JFC.

(5) The JFC has full authority to assign missions, redirect efforts, and direct coordination among subordinate commanders. JFCs should allow Service and SOF tactical and operational units and forces to function generally as they were designed and organized (e.g., carrier strike group; Marine air-ground task force [MAGTF]; USAF air expeditionary task forces [TFs]; USA corps, divisions, brigade combat teams; and special operations JTFs). The intent is to meet the needs of the JFC while maintaining the tactical and operational integrity of the Service and SOF organizations. The following policy for C2 of USMC tactical air (TACAIR) recognizes this and deals with MAGTF aviation during sustained operations ashore.

(a) The MAGTF commander retains OPCON of organic air assets. The primary mission of the MAGTF aviation combat element is the support of the MAGTF ground combat element. During joint operations, the MAGTF air assets are normally in support of the MAGTF mission. The MAGTF commander makes sorties available to the JFC for tasking through the joint force air component commander (JFACC) for air defense, long-range interdiction, and long-range reconnaissance. Sorties in excess of MAGTF direct support requirements are provided to the JFC for tasking through the JFACC for the support of other components of the joint force or the joint force as a whole.

(b) Nothing herein shall infringe on the authority of the CCDR or subordinate JFC in the exercise of OPCON to assign missions, redirect efforts (e.g., the reapportionment and/or reallocation of any MAGTF TACAIR sorties when the JFC determines they are required for higher priority missions), and direct coordination among the subordinate commanders to ensure unity of effort in accomplishment of the overall mission, or to maintain integrity of the force.

Note: Sorties provided for air defense, long-range interdiction, and long-range reconnaissance are not “excess” sorties and are covered in the air tasking order. These sorties provide a distinct contribution to the overall joint force effort. The joint force commander must exercise integrated control of air defense, long-range reconnaissance, and interdiction aspects of the joint operation or campaign. Excess sorties are in addition to these sorties.

2. Unified Combatant Command

a. **Criteria for Establishing a Unified CCMD.** A unified CCMD is a **command with broad continuing missions under a single commander** and composed of significant assigned components of two or more MILDEPs established and designated by the President through SecDef and with the advice and assistance of the CJCS. When either or both of the following criteria apply generally to a situation, a unified CCMD is normally required to ensure unity of effort:

(1) A broad continuing mission exists, requiring execution by significant forces of two or more MILDEPs and necessitating a single strategic direction.

(2) Any combination of the following exists and significant forces of two or more MILDEPs are involved:

(a) A large-scale operation requiring positive control of tactical execution by a large and complex force.

(b) A large geographic or functional area requiring single responsibility for effective coordination of the operations therein.

(c) Necessity for common use of limited logistic means.

b. The commander of a unified CCMD normally adapts the command structure to exercise command authority through the commander of a **subordinate unified command, JTF, Service component, or functional component**. Alternatively, the commander of a unified CCMD may choose to exercise command authority directly through the commander of a **single-Service force** (e.g., TF, task group, MAGTF for a noncombatant evacuation operation) or a **specific operational force** (e.g., SOF for a special operations core activity), who, because of the mission assigned and the urgency of the situation, must remain immediately responsive to the CCDR. The commander of a unified CCMD normally assigns missions requiring a single-Service force to a Service component commander. These six options (shown in Figure III-2) do not, in any way, limit the commander's authority to organize subordinate commands and exercise command authority over assigned forces.

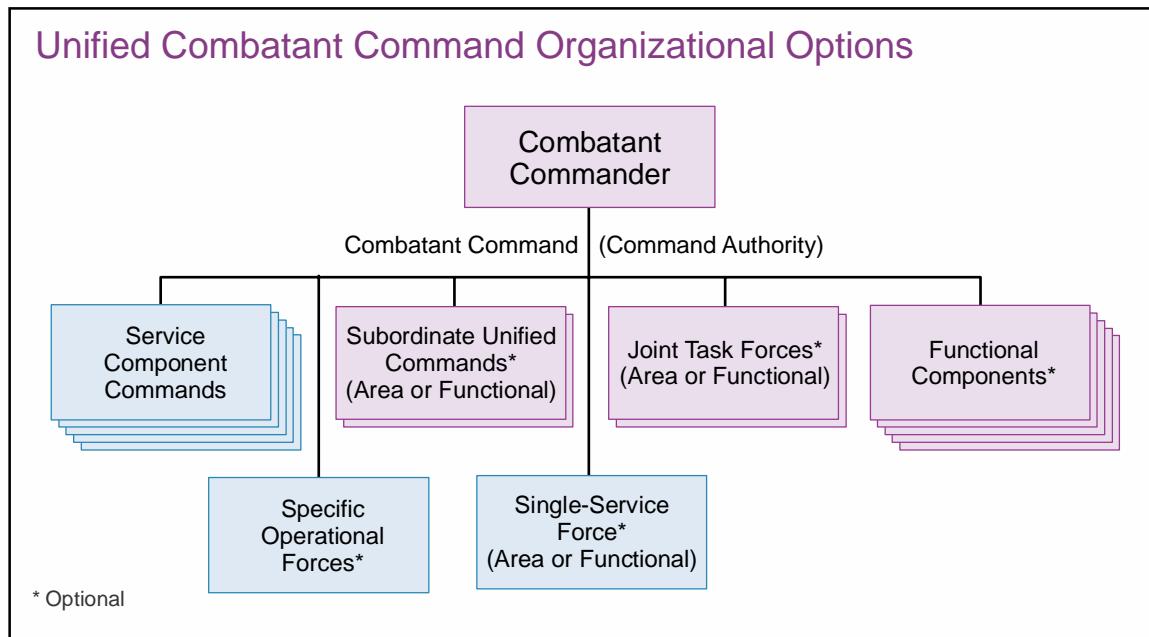


Figure III-2. Unified Combatant Command Organizational Options

c. **The commander of a unified CCMD should not act concurrently as the commander of a subordinate command.** For example, the commander of a unified CCMD should not act as a functional component commander without prior approval of SecDef.

d. **Primary Responsibilities of the Commander of a Unified CCMD.** CCDRs develop and produce joint plans and orders for execution of assigned activities and operations. During peacetime, they conduct intelligence operations and other activities to understand the operational environment, shape the environment to facilitate future operations, support competition below armed conflict and deter conflict and war through military engagement and security cooperation activities, coerce our adversaries, and prepare to execute other missions that may be required. CCDRs conduct short-notice crisis response and limited contingency operations. During conflict/combat, they plan and conduct large-scale combat operations to accomplish assigned missions. Unified CCMD responsibilities are to:

(1) Plan and conduct military operations in response to crises, to include the security of the command and protection of the United States and its territories and bases against attack or hostile incursion. The CPG and JSCP task the CCDRs to prepare joint contingency plans at one of four increasing levels of detail: commander's estimate, basic plan, concept plan, or operation plan.

For further detail concerning joint planning, refer to JP 5-0, Joint Planning; Chairman of the Joint Chiefs of Staff Manual (CJCSM) 3122.01, Joint Operation Planning and Execution System (JOPES), Volume I (Planning Policies and Procedures); and CJCSM 3130.03, Planning and Execution Formats and Guidance.

(2) Maintain the preparedness of the command to carry out missions assigned to the command.

(3) Carry out assigned missions, tasks, and responsibilities.

(4) Assign tasks to, and direct coordination among, the supporting CCDRs and the subordinate commands to ensure unity of effort in the accomplishment of the assigned missions.

(5) Communicate directly with:

(a) The Service chiefs on single-Service matters as appropriate.

(b) The CJCS on other matters, including the preparation of strategic, joint operation, and logistic plans; strategic and operational direction of assigned forces; conduct of combat operations; and any other necessary function of command required to accomplish the mission.

(c) SecDef, in accordance with applicable directives.

(d) Subordinate elements, including the development organizations of the DOD agency or the MILDEP directly supporting the development and acquisition of the CCDR's C2 system in coordination with the director of the DOD agency or Secretary of the MILDEP concerned.

(6) Keep the CJCS promptly advised of significant events and incidents that occur in the functional area or area of operations, particularly those incidents that could create national or international repercussions.

(7) Establish relationships with the CNGB to advise on NG matters pertaining to their CCMD missions and support planning and coordination for such activities as requested by the CJCS.

e. Authority of a CCDR in War or an Emergency

(1) In the event of a war or emergency in the CCDR's AOR requiring the use of all available forces, the CCDR (except for Commander, United States Northern Command [CDRUSNORTHCOM]) may temporarily assume OPCON of all forces in the designated AOR, including those of another command but excluding those forces scheduled for or actually engaged in the execution of specific operational missions under joint plans approved by SecDef that would be interfered with by the contemplated use of such forces. CDRUSNORTHCOM's authority to assume OPCON during an emergency is limited to the portion of USNORTHCOM's AOR outside the United States. CDRUSNORTHCOM must obtain SecDef approval before assuming OPCON of forces not assigned to USNORTHCOM within the United States. The CCDR determines when such an emergency exists and, on assuming OPCON over forces of another command, immediately advises the following individual(s) of the nature and estimated duration of employment of such forces:

(a) The CJCS.

(b) The appropriate operational commanders.

(c) The Service chief of the forces concerned.

(2) The authority to assume OPCON of forces in the event of war or an emergency may not be delegated.

(3) Unusual circumstances in wartime, emergencies, or crises (such as a terrorist incident) may require a CCDR to directly exercise COCOM through a shortened chain of command to forces assigned for the purpose of resolving the crisis. Additionally, the CCDR can assume COCOM of security cooperation organizations within the CCDR's AOR in the event of war or an emergency that prevents control through normal channels or as directed by SecDef. All commanders bypassed in such exceptional command arrangements must be advised of directives issued to and reports sent from elements under

such arrangements. Such arrangements must be terminated as soon as practicable, consistent with mission accomplishment.

f. CCDR Authority for FP Outside the United States

(1) As applicable, CCDRs with designated AORs shall exercise authority for FP over all DOD personnel (including their dependents) assigned, attached, transiting through, or training in the CCDR's AOR, except for those for whom the COM retains security responsibility.

(2) Transient forces do not come under the authority of the CCDR solely by their movement across AOR boundaries, except when the CCDR is exercising TACON authority for FP purposes or in the event of a major emergency as stated in paragraph 2.e. "Authority of a CCDR in War or an Emergency."

(3) This FP authority enables CCDRs to change, modify, prescribe, and enforce FP measures for covered forces.

For further detail concerning the FP authority of the CCDRs, refer to DODI 2000.12, DOD Antiterrorism (AT) Program, and JP 3-26, Combating Terrorism.

g. CCDR Authority for Exercise Purposes. Unless otherwise specified by SecDef, a CCDR has TACON for exercise purposes whenever forces not assigned to that CCDR undertake exercises in that CCDR's AOR. TACON begins when the forces enter the AOR. In this context, TACON provides directive authority over exercising forces for purposes relating to FP and to that exercise only; it does not authorize operational employment of those forces. Note, this authority is not granted to CDRUSNORTHCOM or Commander, USINDOPACOM, for exercises conducted within the United States.

h. Assumption of Interim Command. In the temporary absence of a CCDR from the command, interim command passes to the deputy commander. If a deputy commander is not designated, interim command passes to the next senior officer present for duty who is eligible to exercise command, regardless of Service affiliation.

3. Specified Combatant Command

There are currently no specified CCMDs designated. The option for the President (through SecDef) to create a specified CCMD exists in Title 10, USC, Section 161. A specified CCMD is normally composed of forces from a single MILDEP that has a broad continuing mission, normally functional, and is established and so designated by the President, through SecDef, with the advice and assistance of the CJCS (see Figure III-3). The following information is provided:

a. Composition. Although a specified CCMD is normally composed of forces from one MILDEP, it may include units and staff representation from other MILDEPs.

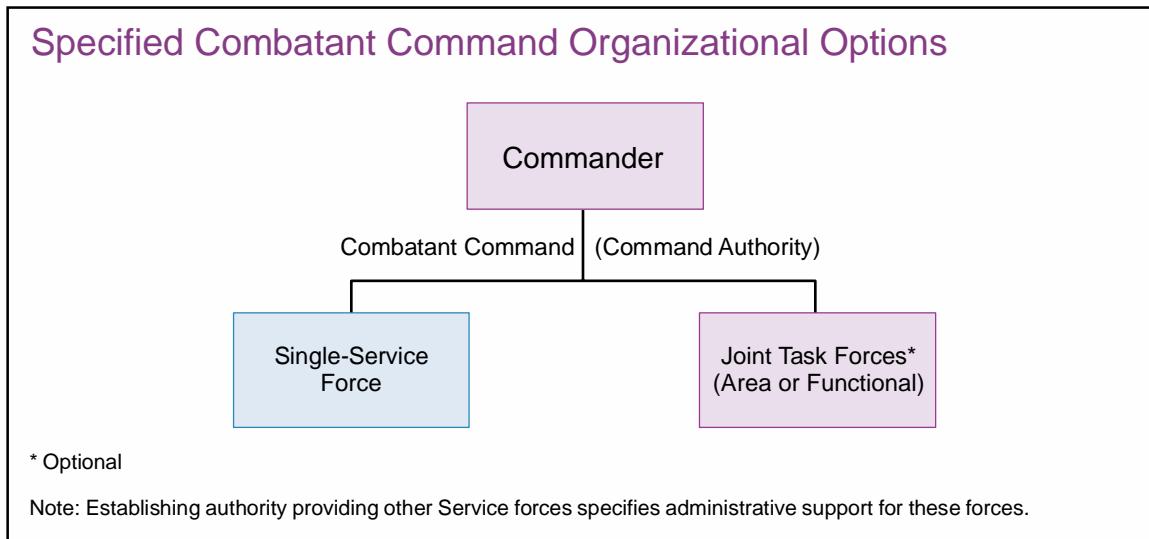


Figure III-3. Specified Combatant Command Organizational Options

b. **Transfer of Forces from Other MILDEPs.** When units of other MILDEPs are transferred (assigned or attached) to the commander of a specified CCMD, the purpose and duration of the transfer will normally be indicated. Such transfer does not change the specified CCMD into a unified CCMD or a JTF. If the transfer is major and of long duration, a unified CCMD would normally be established in lieu of a specified CCMD.

c. **Authority and Responsibilities.** The commander of a specified CCMD has the same authority and responsibilities as the commander of a unified CCMD, including establishing subordinate specified commands but may not establish subordinate unified commands.

4. Subordinate Unified Command

When authorized by SecDef, through the CJCS, commanders of unified CCMDs may establish subordinate unified commands to conduct operations on a continuing basis in accordance with the criteria set forth for unified CCMDs (see Figure III-4). A subordinate unified command is established by commanders of unified commands to conduct operations on a continuing basis in accordance with the criteria set forth for unified commands. Subordinate unified commands may be established on a geographical area (e.g., United States Forces Korea and theater special operations commands) or on a functional basis. Commanders of subordinate unified commands have functions and responsibilities assigned by the CCDR, SecDef, or President and exercise OPCON of assigned commands and forces and normally over attached forces within the assigned joint operations area or functional area. The commanders of components or Service forces of subordinate unified commands have responsibilities and missions similar to those for component commanders within a unified CCMD. The Service component or Service force commanders of a subordinate unified command normally communicate directly with the commanders of the Service component command of the unified CCMD on Service-specific matters and inform the commander of the subordinate unified command as the CCDR directs.

Subordinate Unified Command Organizational Options

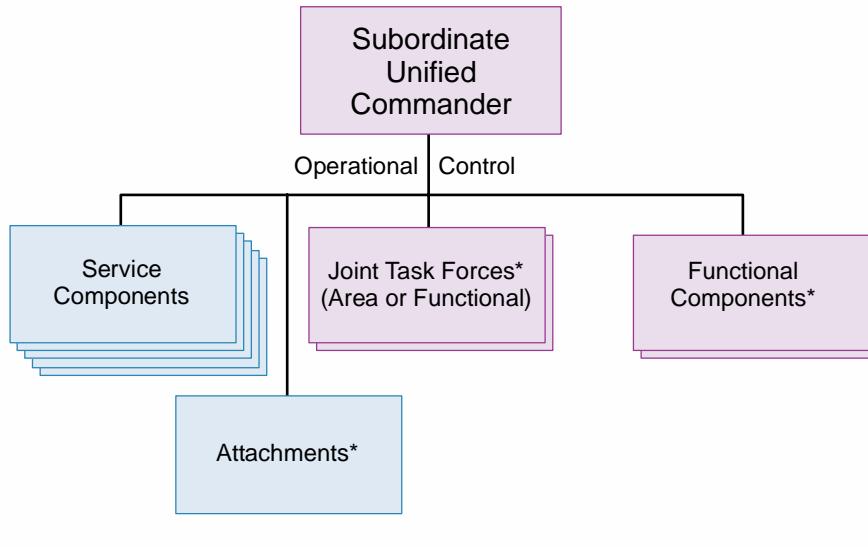


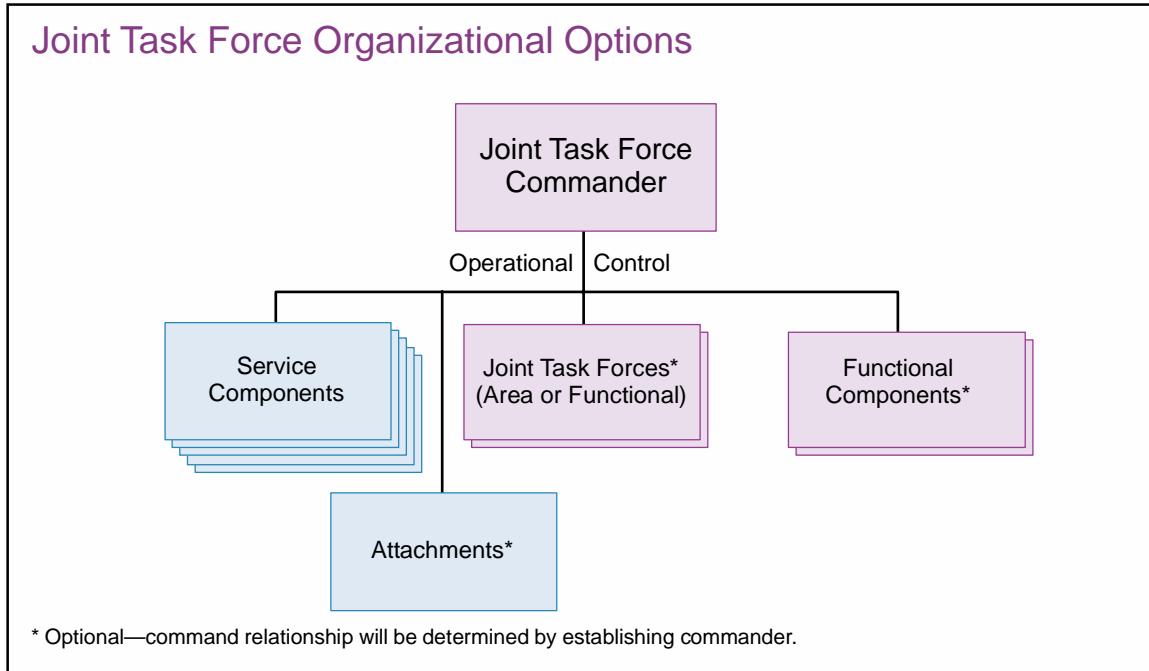
Figure III-4. Subordinate Unified Command Organizational Options

5. Joint Task Force

a. A JTF may be established on a geographical area or functional basis when the mission has a specific operational-level objective and does not require overall centralized control of logistics. Figure III-5 shows some optional ways to organize a JTF by Service component, area, or function. JTFs are constituted by SecDef, a CCDR, a subordinate unified commander, an existing JTF commander, or, in the case of the NG, a state governor or adjutant general. The mission assigned to a JTF requires execution of responsibilities involving a joint force on a significant scale and close integration of effort, or requires coordination within a subordinate area or local defense of a subordinate area. The establishing authority dissolves a JTF when it achieves its required objectives and is no longer required. A JTF is different than a subordinate unified command, as its mission and role are finite, unlike the mission of a subordinate unified command, which may operate into perpetuity, as long as the command's requirements and mission are still valid.

b. The authority establishing a JTF designates the commander and forces; delegates command authorities; and assigns the mission, objectives, and operational area.

c. Based on the decision of the establishing authority, the commander of a JTF exercises OPCON or TACON over attached forces or develops a supporting relationship among other forces. The JTF commander establishes command relationships between subordinate commanders and is responsible to the establishing commander for the proper employment of attached forces and for accomplishing assigned operational missions. JTF commanders are also responsible to the establishing commander for joint training of their forces.

**Figure III-5. Joint Task Force Organizational Options**

d. Although not recommended due to the need to concentrate on JTF-level considerations, the JTF commander may also act as the commander of a subordinate command, when authorized by the establishing authority. When this is the case, the commander also has the responsibilities associated with the subordinate command for the forces belonging to the parent Service. The JTF establishing authority should consider that dual-hatting a commander also requires dual-hatting the commander's staff, which can result in forcing the staff to operate at the operational and tactical levels simultaneously.

e. The JTF commander must have a **JTF staff** with appropriate members in key positions of responsibility from each Service or functional component having significant forces attached to the command.

f. The establishing authority typically creates a JTF for a focused and temporary purpose and disestablishes it when the JTF achieves its purpose and is not required for other operations. Occasionally, the temporary circumstances that originally required joint operations may become more long-lasting, and the establishing authority must determine the best option to accomplish a continuing requirement. The establishing authority should reevaluate the task and operational environment to determine if there is still justification for a JTF or if another option is more suitable. Options include:

- (1) Transition an existing JTF to a standing JTF (e.g., Joint Task Force-North, in the USNORTHCOM AOR).
- (2) Transition the mission to a replacement JTF.

- (3) Assign the mission to a Service component headquarters when joint operations are not required.
- (4) Transition to control of operations by a CCMD staff directorate if the focus is more on management of a long-term program rather than C2 of forces in operations (e.g., military engagement and security cooperation activities).
- (5) Transition to a partner-national or MNF headquarters.
- (6) Transition to a subordinate unified command.

6. Multinational Force Commands

a. **Authority.** Within MNF commands, the President retains command authority over US forces, down to the individual Service member. Under this authority, all US forces conduct administrative, disciplinary, and reporting functions under national command channels. On a case-by-case basis, the President may consider placing appropriate US forces under the command authority of a UN, North Atlantic Treaty Organization (NATO), or multinational commander for specific operations authorized by the UN Security Council or approved by the North Atlantic Council or other authorized international organization. Such command authorities are separate from and do not supersede US command authority.

b. **Organizational Structure.** The basic structures for multinational operations fall into one of three types: integrated, lead nation, or parallel command.

(1) **Integrated Command Structure.** Multinational commands organized under an integrated command structure provide unity of effort in a multinational setting. Under this structure, different member nations may hold positions in the MNF headquarters, including that of commander, to enable effective exercise of command over the MNF. Examples of such a structure include the NATO Resolute Support mission in Afghanistan and the Combined Forces Command in Korea.

(2) **Lead Nation Command Structure.** A lead nation structure exists when all member nations place their forces under the control of one nation. The lead nation command can be distinguished by a dominant lead nation command and staff arrangement with subordinate elements retaining strict national integrity. Other member nations may provide representation in the MNF headquarters as augmentation to the lead nation's existing structure. Historical examples of such a structure include United States Forces-Iraq at the end of Operation IRAQI FREEDOM and Combined Joint Task Force 180 in the early years of Operation ENDURING FREEDOM.

(3) **Parallel Command Structures.** Under a parallel command structure, no single force commander is designated. The MNF leadership must develop a means for coordination among the participants to achieve unity of effort. This can be accomplished through the use of multinational coordination centers. Because of the absence of a single commander, the use of a parallel command structure presents challenges to all participants.

There may be situations where a mix of lead nation and parallel command structure exist in combination.

c. **Command and Support.** Regardless of how the MNF is organized operationally, each nation furnishing forces normally establishes a national component, often called a national command element, to ensure effective administration of its forces. The national component provides a means to administer and support the national forces, coordinate communication to the parent nation, tender national military views and recommendations directly to the MNF commander, and facilitate the assignment and reassignment of national forces to subordinate operational multinational organizations. The national command element also communicates or invokes national caveats to a MNF commander if multinational direction conflicts with national direction. In an administrative role, these national components are similar to a Service component command at the unified command level in a US joint organization. The logistic support element of this component is referred to as the national support element. In all cases, logistics remains a national responsibility, although support to other nations may be provided under an acquisitions and cross-servicing agreement.

For further detail concerning JTFs and MNF commands, refer to JP 3-16, Multinational Operations, and JP 3-33, Joint Task Force Headquarters.

SECTION B. COMMANDER, STAFF, AND COMPONENTS OF A JOINT FORCE

7. Commander Responsibilities

a. **Responsibilities of a JFC.** Although specific responsibilities vary, a JFC possesses the following general responsibilities:

- (1) Provide a clear commander's intent and timely communication of specified tasks, together with any required coordinating and reporting requirements. Tasks should be realistic and leave subordinate commanders flexibility in their CONOPS and the ability to take the initiative as opportunities arise.
- (2) Transfer forces and other capabilities to designated subordinate commanders for accomplishing assigned tasks.
- (3) Provide all available information to subordinate JFCs and component commanders that affect their assigned missions and objectives.
- (4) Delegate authority to subordinate JFCs and component commanders commensurate with their responsibilities.
- (5) Ensure all personnel within the joint command have completed relevant training requirements, to include technical and professional competencies, and adhere to the law of war.

b. Responsibilities of a Subordinate Commander. In addition to other responsibilities in changing circumstances, all subordinate commanders possess the general responsibilities to provide for the following:

(1) The accomplishment of missions or tasks assigned by the plans and orders of the superior. Authority is normally given to the subordinate commander to select the methodology for accomplishing the mission; however, this authority may be limited by establishing directives issued by the superior JFC to enable effective joint operations. Any departure from the plan by a subordinate commander should, if possible, be coordinated with other commanders prior to departure from the plan. In addition, the departure must be communicated as soon as practicable to the superior commander.

(2) Advice to the superior JFC regarding possibilities and consequences of achieving the subordinate commander mission objectives, cooperation with appropriate government and nongovernmental agencies, and other matters of common concern.

(3) Timely information to the superior JFC relating to the subordinate commander's situation and progress.

c. Responsibilities of Other Commanders. Commanders who share a common higher commander or a common boundary are responsible to:

(1) Consider the impact of their actions or inactions on other friendly forces.

(2) Provide timely information to other JFCs regarding their intentions and actions, as well as those of nonmilitary agencies or of the adversary that may influence other activity.

(3) Support other JFCs as required by common objectives and the situation.

(4) Coordinate the support provided and received.

d. Responsibilities of Deputy Commanders. Deputy JFCs may be designated as the JFC's principal assistant available to replace the JFC, if needed. Normally, the deputy commander is not a member of the same Service as the JFC. The deputy JFC's responsibilities may be to:

(1) Perform special duties (e.g., chair the joint targeting coordination board, cognizance of liaison personnel reporting to the joint force headquarters, interorganizational cooperation).

(2) Work with the components to keep the JFC updated.

(3) Recommend refinements in the relationship with and between the components to provide the most efficient and effective command relationships.

- (4) Track the JFC's critical information requirements to ensure compliance.

8. Staff of a Joint Force

a. **General.** A joint staff should be established for commands composed of forces from more than one MILDEP. The staff of the commander of a CCMD, subordinate unified command, or JTF must be composed of Service members who constitute significant elements of the joint force. Positions on the staff should be divided among the Services, based on the representation and influence generally reflecting the composition of the joint force.

(1) A JFC is authorized to organize the staff and assign responsibilities to individual Service members assigned to the staff, as deemed necessary to accomplish assigned missions.

(2) A joint staff should be reasonably balanced as to numbers, experience, influence of position, and rank of the Service members concerned. The composition of a joint staff should be commensurate with the composition of forces and the character of the contemplated operations to ensure the staff understands the capabilities, needs, and limitations of each element of the force. The number of personnel on a joint staff should be kept to the minimum consistent with the task to be performed.

(3) Each person assigned to serve on a joint staff will be responsible to the JFC and should have thorough knowledge of the JFC's policies.

(4) Recommendations of any member of the staff should receive appropriate consideration.

(5) The degree of authority to act in the name of and for the JFC is a matter to be specifically prescribed by the JFC.

(6) Orders and directives from a higher to a subordinate command should be issued in the name of the JFC of the higher command to the JFC of the immediate subordinate command and not directly to elements of that subordinate command. Exceptions may sometimes be required under certain emergency or crisis situations. Presidential nuclear C2 of forces is an example of one such exception.

(7) To expedite the execution of orders and directives and to promote teamwork between commands, a JFC may authorize the command's staff officers to communicate directly with appropriate staff officers of other commands concerning the details of plans and directives that are received or are to be issued.

(8) Each staff division must coordinate its actions and planning with the other staff directorates concerned and keep them informed of actions taken and the progress made. Each general or joint staff directorate is assigned responsibility for a particular type of problem and subject and for coordinating the work of the special staff divisions and other staff elements that relate to that problem or subject.

(9) Joint staff directorates and special staff sections should be limited to those functions for which the JFC is responsible or that require the JFC's general supervision in the interest of unity of effort.

(10) The authority establishing a joint force should make provisions for furnishing necessary personnel for the JFC's staff.

b. **Staff Organization.** The staff organization should generally conform to the principles established in this section.

(1) **Principal Staff Officer.** The chief of staff (COS) functions as the principal staff officer, assistant, and advisor to the JFC. The COS coordinates and directs the work of the staff directorates. One or more deputies to the COS and a secretary of the staff may be provided to assist the COS in the performance of assigned duties. A deputy COS should normally be from a Service other than that of the COS. The secretary of the staff is the executive in the office of the COS and is responsible for routing and forwarding correspondence and papers and maintaining office records.

(2) **Command Senior Enlisted Leader (CSEL).** The CSEL is a key advisor to the commander, often serving as a sounding board for the commander. The CSEL's duties may include, but are not limited to, serving as the primary advisor to the commander on issues related to enlisted personnel, performing special duties as directed by the commander, developing the command's noncommissioned officers, and acting as a liaison to MNFs that may not place the same responsibilities on their enlisted personnel.

(3) **Personal Staff Group of the Commander.** The JFC's personal staff performs duties prescribed by the JFC and is responsible directly to the JFC. This group, composed of aides to the JFC and staff officers handling special matters over which the JFC exercises close personal control, may include a staff judge advocate, foreign policy advisor, PA officer, inspector general, provost marshal, chaplain, surgeon, historian, the information management officer, and others as required. JFCs should be aware that participation in multinational operations may affect the size and responsibilities of this group.

(4) **Special Staff Group.** The special staff group consists of representatives of technical or administrative services and can include representatives from government or nongovernmental agencies. The general functions of the special staff include furnishing technical, administrative, and tactical advice and recommendations to the JFC and other staff officers; preparing the parts of plans, estimates, and orders in which they have primary interest; and coordinating and supervising the activities for which each staff division is responsible. Because the headquarters of a joint force is concerned primarily with broad operational matters rather than with technical problems associated with administration and support of assigned and/or attached forces, this group should be small to avoid unnecessary duplication of corresponding staff sections or divisions within the Service component headquarters. When a JFC's headquarters is organized without a special staff group, the officers who might otherwise compose the special staff group may be organized as branches of the divisions of the joint staff or as additional joint staff divisions.

(5) **Joint Force Staff Directorates.** The joint staff group is typically made up of staff directorates corresponding to the major functions of command, such as personnel, intelligence, operations, logistics, plans, and communications systems. The head of each staff directorate may be designated as a director or as an assistant COS. The directors or assistant COSS provide staff supervision for the JFC of all activities pertaining to their respective functions.

(6) **Liaison Officers and/or Agency Representatives.** Liaisons or representatives from various superior, subordinate, and adjacent organizations; DOD agencies; and non-DOD entities are normally spread throughout the joint force staff and not grouped as a separate entity. However, considering the increasing complexity of joint and/or interagency coordination, the JFC may decide to consolidate, at least administratively, liaisons and representatives in a single interagency office and then provide them to specific directorates or components where they would best be employed and of value to their parent agency or command. The administration and assignment of liaison officers is normally coordinated by the deputy JFC or the COS.

9. Service Component Commands

a. A Service component command, assigned to a CCDR, consists of the Service component commander and the Service forces (such as individuals, units, detachments, and organizations, including the support forces) that are assigned or attached to a CCDR. Forces assigned to CCDRs are identified in the GFMIG (for even numbered years) and the *Forces for Unified Commands* memorandum (for odd numbered years). Except as directed by SecDef, Service components can only be assigned under COCOM to one CCDR. However, Service component commanders may support multiple CCDRs in a supporting relationship, under the limitations set forth in the GFMIG. Service forces allocated and attached to a subordinate JFC (subordinate unified commander or JTF commander) will be the component to that JFC.

b. **Designation of Service Component Commanders.** With the exception of the CCDR and members of the command's joint staff, the senior officer of each Service assigned to a CCDR and qualified for command by the regulations of the parent Service is designated the commander of the Service component forces, unless another officer is so designated by competent authority. The assignment of any specific individual as a Service component commander of a CCMD is subject to the concurrence of the CCDR.

c. **Responsibilities of Service Component Commanders.** Service component commanders have responsibilities derived from their roles in fulfilling the Services' support function. The CCDR may also conduct operations through the Service component commander or, at lower echelons, other Service force commanders. In the event a Service component commander exercises OPCON of forces delegated by the CCDR to another component commander or subordinate JFC, the Service component commander retains the following responsibilities for certain Service-specific functions:

(1) Make recommendations to the JFC on the proper employment, task organization, and command relationship of the forces of the Service component.

- (2) Accomplish such operational missions as may be assigned.
 - (3) Select and nominate specific units of the parent Service component for attachment to other subordinate commands. Unless otherwise directed, these units revert to the Service component commander's control when such subordinate commands are dissolved.
 - (4) Conduct joint training, including the training, as directed, of components of other Services in joint operations for which the Service component commander has or may be assigned primary responsibility or for which the Service component's facilities and capabilities are suitable.
 - (5) Inform their JFC, other component or supporting commanders, and the CCDR, if affected, of planning for changes in logistic support that would significantly affect operational capability or sustainability early in the planning process, so the JFC can evaluate the proposals prior to final decision or implementation. If the CCDR does not approve the proposal and discrepancies cannot be resolved between the JFC and the Service component commander, the CCDR forwards the issue through the CJCS to SecDef for resolution. Under crisis or wartime conditions, and where critical situations make diversion of the normal logistic process necessary, Service component commanders implement directives issued by the CCDR.
 - (6) Develop program and budget requests that comply with CCDR guidance on warfighting requirements and priorities. The Service component commander provides the CCDR a copy of the program submission prior to forwarding it to the Service headquarters. The Service component commander keeps the CCDR informed of the status of CCDR requirements while Service programs are under development.
 - (7) Inform the CCDR of program and budget decisions affecting joint planning. The Service component commander informs the CCDR of such decisions and of program and budget changes in a timely manner during the process to permit the CCDR to express the command's views before a final decision. The Service component commander includes in this information Service rationale for nonsupport of the CCDR's requirements.
 - (8) Provide, as requested, supporting joint operation and exercise plans with necessary force data to support missions assigned by the CCDR.
- d. Service component commanders or other Service force commanders assigned to a CCDR are responsible through their administrative branch of the chain of command, extending to the Service chief, for the following:
- (1) Internal administration and discipline.
 - (2) Training in joint doctrine and their own Service doctrine and tactics, techniques, and procedures (TTP).
 - (3) Logistic functions normal to the command, except as otherwise directed by higher authority.

e. **Communication with a Service Chief.** Unless otherwise directed by the CCDR, the Service component commander communicates through the CCMD on those matters over which the CCDR exercises COCOM. On Service-specific matters such as personnel, administration, and unit training, the Service component commander normally communicates directly with the Service chief, informing the CCDR as the CCDR directs.

f. **Logistic Authority.** The operating details of any Service logistic support system will be retained and exercised by the Service component commanders in accordance with instructions of their MILDEPs, subject to the directive authority of the CCDR. Joint force transportation policies will comply with the guidelines established in the Defense Transportation Regulation.

10. Functional Component Commands

a. JFCs have the authority to establish functional component commands to control military operations. JFCs may decide to establish a functional component command to integrate planning; reduce their span of control; and/or significantly improve combat efficiency, information flow, unity of effort, weapon systems and munitions inventory management, component interaction, or control over the scheme of maneuver.

b. Functional component commanders have authority over forces or military capability made available to them as delegated by the establishing JFC. Functional component commands may be established to perform operational missions of short or extended duration. JFCs may elect to centralize selected functions within the joint force but should strive to avoid reducing the versatility, responsiveness, and initiative of subordinate forces.

c. The JFC establishing a functional component command has the authority to designate its commander. Normally, the Service component commander with the preponderance of forces to be tasked and the ability to C2 those forces is designated as the functional component commander. However, the JFC must always consider the mission, nature, and duration of the operation, force capabilities, and the C2 capabilities in selecting a commander.

d. The responsibilities and authority of a functional component command must be assigned by the establishing JFC. Establishment of a functional component command must not affect the command relationships between Service component and the JFC.

e. The JFC must designate the forces and/or military capability made available for tasking by the functional component commander and the appropriate command relationship(s) the functional component commander will exercise. The functional component commander normally exercises OPCON over their own Service forces made available for tasking and TACON over other forces made available for tasking. The JFC may also establish support relationships between functional component commanders and other subordinate commanders to facilitate operations.

f. The commander of a functional component command makes recommendations to the establishing commander on the proper employment of the forces and/or military capability made available to accomplish the assigned responsibilities.

g. When a functional component command is composed of forces of two or more Services, the functional component commander must understand the constraints imposed by logistic factors on the capability of the forces attached or made available and the responsibilities retained by the Service component commanders.

h. When a functional component command employs forces from more than one Service, the functional component staff should reflect the composition of the functional component command to provide the commander with the expertise needed to effectively employ the forces made available. Staff billets for the needed expertise and individuals to fill those billets should be identified and used when the functional component staffs are formed for exercises and actual operations. The number of personnel on this staff should be kept to the minimum and should be consistent with the task performed. The structure of the staff should be flexible enough to expand or contract under changing conditions without a loss in coordination or capability.

For additional information on C2 by functional component commanders, see JP 3-05, Special Operations; JP 3-30, Joint Air Operations; JP 3-31, Joint Land Operations; and JP 3-32, Joint Maritime Operations.

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CHAPTER IV

JOINT COMMAND AND CONTROL

"An army is a collection of armed men obliged to obey one man. Every change in the rules which impairs the principle weakens the army."

William T. Sherman
General of the Army, 1879

SECTION A. COMMAND RELATIONSHIPS

1. General Principles

a. **Command.** Command is central to all military action, and unity of command is central to unity of effort. Inherent in command is the authority a military commander lawfully exercises over subordinates including authority to assign missions and accountability for their successful completion. Command is exercised in both the administrative and operational branches of the chain of command; however, the specific authorities differ. **Although commanders may delegate authority to accomplish missions, they may not absolve themselves of the responsibility for the accomplishment of these missions.** Authority is never absolute; the extent of authority is specified by the establishing authority, directives, and law.

b. **Unity of Command and Unity of Effort.** Unity of command means all forces operate under a single commander with the requisite authority to direct all forces employed in pursuit of a common purpose. However, unity of effort requires coordination and cooperation among all forces, irrespective of command structure, toward a commonly recognized objective. During multinational operations and operations involving interagency partners, unity of command may not be possible, but the requirement for unity of effort remains paramount. Unity of effort—coordination through cooperation and common interests—is an essential complement to unity of command. **Unity of command requires that two commanders may not exercise the same command relationship over the same force at any one time.**

c. **Assigned and Attached Forces.** Forces are typically assigned when their organizational placement is relatively permanent and attached when their organizational placement is relatively temporary (e.g., rotational forces). Attachment may occur in the operational chain of command under OPCON, TACON, or support relationships.

For more information on assigned and attached forces, see paragraph 8, "Command Relationships and the Global Force Management Assignment and Allocation of Forces."

d. **Command and Staff.** JFCs are provided staffs to assist them in decision making and execution. The staff is an extension of the JFC; its function is command support and its authority is delegated by the JFC. A properly trained and directed staff frees the JFC to devote more attention to directing subordinate commanders and maintaining a picture of the overall situation.

(1) Chain of command is the succession of commanding officers from a superior to a subordinate through which command is exercised.

(2) Staffing is the term used to describe the coordination between staffs at higher, adjacent, and subordinate headquarters. Higher headquarters staff officers exercise no independent authority over subordinate headquarters staffs, although staff officers normally respond to requests for information.

e. **Levels of Authority.** The specific command relationship (COCOM, OPCON, TACON, and support) defines the authority a commander has over assigned or attached forces. An overview of command relationships is shown in Figure IV-1. **With the exception of COCOM, superior commanders have the discretion to delegate all or some of the authorities inherent in the specified command relationship.**

Command Relationships Synopsis

Combatant Command (Command Authority)

(Unique to Combatant Commander)

- Planning, programming, budgeting, and execution process input
- Assignment of subordinate commanders
- Relationships with Department of Defense agencies
- Directive authority for logistics

Operational control when delegated

- Authoritative direction for all military operations and joint training
- Organize and employ commands and forces
- Assign command functions to subordinates
- Establish plans, priorities, and overall requirements for intelligence, surveillance, and reconnaissance activities
- Suspend subordinate commanders from duty

Tactical control when delegated

Local direction and control of movements or maneuvers to accomplish mission

Support relationship when assigned

Aid, assist, protect, or sustain another organization

Figure IV-1. Command Relationships Synopsis

2. Combatant Command (Command Authority)

COCOM over assigned forces (those forces assigned by SecDef to meet UCP missions and responsibilities) is vested only in the commanders of CCMDs by Title 10, USC, Section 164 (or as otherwise directed by the President or SecDef), and cannot be delegated or transferred.

a. **Basic Authority.** COCOM provides full authority for a CCDR to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training (or in the case of USSOCOM and USCYBERCOM, preparation and training of assigned forces), and logistics necessary to accomplish the missions assigned to the command. COCOM should be exercised through the commanders of subordinate organizations, normally JFCs, Service component commanders, and/or functional component commanders.

b. Unless otherwise directed by the President or SecDef, the authority, direction, and control of the CCDR, with respect to the command of forces assigned to that command, includes the following:

(1) Exercise or delegate OPCON, TACON, or other specific elements of authority; establish support relationships among subordinate commanders over assigned or attached forces; and designate coordinating authorities.

(2) Exercise directive authority for logistic matters (or delegate directive authority for a common support capability to a subordinate commander via an establishing directive).

(3) Prescribe the chain of command to the commands and forces within the command.

(4) Organize subordinate commands and forces within the command as necessary to carry out missions assigned to the command.

(5) Employ forces as necessary to carry out missions assigned to the command.

(6) Assign command functions to subordinate commanders.

(7) Coordinate and approve those aspects of administration, support (including control of resources and equipment, and training), and discipline necessary to accomplish assigned missions.

(8) Plan, deploy, direct, control, coordinate, and ensure assessment and adaptation of, the actions of subordinate forces.

(9) Conduct joint exercises and training to facilitate the effective employment of the forces in accordance with established training policies for joint operations. This authority also applies to forces attached for purposes of joint exercises and training.

(10) Assign responsibilities to subordinate commanders for certain routine operational matters requiring coordination of effort of two or more commanders.

(11) Establish a system of control for local defense and delineate related operational areas for subordinate commanders.

(12) Delineate functional responsibilities and geographic operational areas of subordinate commanders.

(13) Give authoritative direction to subordinate commands and forces necessary to carry out missions assigned to the command, including military operations, joint training, and logistics.

(14) Coordinate with, or inform as necessary, other CCDRs, USG departments and agencies, and organizations of other nations regarding matters crossing AORs to ensure theater strategic efforts are consistent with national security objectives and prevent both duplication of effort and lack of adequate control of operations in the delineated areas.

(15) Function as the US military single point of contact and exercise directive authority over all elements of the command in relationships with other CCMDs, DOD elements, US diplomatic missions, other USG departments and agencies, and organizations of other nations in the AOR, unless otherwise directed by SecDef. Whenever a CCDR conducts exercises, operations, or other activities with the military forces of nations in another CCDR's AOR, those exercises, operations, and activities and their attendant command relationships will be mutually agreed to between the CCDRs.

(16) Determine those matters relating to the exercise of COCOM in which subordinates must communicate with agencies external to the CCMD through the CCDR.

(17) Establish personnel policies to ensure proper and uniform standards of military conduct.

(18) Submit recommendations through the CJCS to SecDef concerning the content of guidance affecting the strategy and/or fielding of joint commands.

(19) Participate in the planning, programming, budgeting, and execution process as specified in appropriate DOD issuances.

(20) Participate in the Joint Strategic Planning System and the joint planning process.

(21) Participate in the joint doctrine development community.

(22) Concur in the assignment (or recommendation for assignment) of officers as commanders directly subordinate to the CCDR and to positions on the CCMD staff. Suspend from duty and recommend reassignment, when appropriate, any subordinate officer assigned to the CCMD.

(23) Convene general courts-martial in accordance with the *Uniform Code of Military Justice*.

(24) Establish plans, policies, programs, priorities, and overall requirements for the C2, communications system, and other activities of the command in accordance with US and relevant international laws and national and DOD policies.

c. When directed in the UCP or otherwise authorized by SecDef, the commander of US elements of a multinational command may exercise COCOM of those US forces assigned to that command (e.g., US Element, North American Aerospace Defense Command).

d. **Directive Authority for Logistics (DAFL).** Included in COCOM is DAFL, which may not be delegated. The CCDR may delegate authority for a common support capability to a subordinate commander as required to accomplish the subordinate commander's assigned mission. For some commodities or support services common to two or more Services, one Service may be given responsibility for management based on DOD EA designations or inter-Service support agreements. However, the CCDR must formally delineate this delegated directive authority by function and scope to the subordinate JFC or Service component commander. The exercise of DAFL by a CCDR includes the authority to coordinate, approve, and issue directives to subordinate commanders, including peacetime measures necessary to ensure the following: effective execution of approved plans, effectiveness and economy of operation, and prevention or elimination of unnecessary duplication of facilities and overlapping of functions among the Service component commands. CCDRs will coordinate with appropriate Services before exercising DAFL or delegating authority for subordinate commanders to exercise common support capabilities to one of their components.

(1) A CCDR's DAFL does not:

- (a) Discontinue Service responsibility for logistic support.
- (b) Discourage coordination by consultation and agreement.
- (c) Disrupt effective procedures or efficient use of facilities or organizations.
- (d) Include the ability to provide contracting authority or make binding contracts for the USG.

(2) Unless otherwise directed by SecDef, the MILDEPs and Services continue to have responsibility for the logistic support of their forces assigned or attached to joint commands, subject to the following guidance:

(a) Under peacetime conditions, the scope of DAFL shall be consistent with the peacetime limitations imposed by legislation, DOD policy or regulations, budgetary considerations, local conditions, and other specific conditions prescribed by SecDef or the CJCS. Where these factors preclude execution of a CCDR's directive by component commanders, the comments and recommendations of the CCDR, together with the comments of the component commander concerned, will normally be referred to the appropriate MILDEP for consideration. If the matter is not resolved in a timely manner with the appropriate MILDEP, it is referred by the CCDR, through the CJCS, to SecDef for resolution.

(b) Under crisis, wartime conditions, or where critical situations make diversion of the normal logistic process necessary, DAFL allows CCDRs to use all facilities and supplies of all forces assigned to their commands for the accomplishment of their missions. The President or SecDef may extend this authority to attached forces when transferring those forces for a specific mission and should specify this authority in the establishing directive or order. Joint logistic doctrine and policy developed by the CJCS establishes wartime logistic support guidance to assist the CCDR in conducting successful joint operations.

(3) A CCDR exercises approval authority over Service logistic programs (base adjustments, force basing, and other aspects, as appropriate) within the command's AOR having a significant impact on operational capability or sustainability.

(4) While operating within an MNF, the joint force will establish a national support element to provide logistical support. This support will ensure US forces can adequately sustain and execute internal operations. However, this support may also assist the MNF through acquisition and logistics support agreements.

For further information on logistic support, refer to JP 4-0, Joint Logistics.

e. **Directive Authority for Cyberspace Operations (DACO).** SecDef has vested Commander, United States Cyber Command (CDRUSCYBERCOM), with DACO. This authority allows CDRUSCYBERCOM to issue orders to all DOD components in directing the execution of Department of Defense information network (DODIN) operations and defensive CO internal defensive measures, to compel unified action to secure, operate, and defend the DODIN. CDRUSCYBERCOM may further transfer or delegate DACO in total, for specific times and purposes, to ensure timely and efficient security, operation, and defense of the DODIN. CDRUSCYBERCOM exercises DACO to ensure the security, operation, and defense of all elements of the DODIN, including common enterprise service networks, intelligence networks operated by DOD components of the intelligence community, closed mission networks, and other special-purpose networks, including ".edu" domains operated by military academic institutions. Service and DOD components will continue to fulfill their cyberspace security and defense responsibilities in accordance with DOD policy, including proactively strengthening the security of their networks and taking authorized defensive actions in response to ongoing or impending cyberspace exploitation or attacks.

For more information on DACO, see JP3-12, Cyberspace Operations.

3. Operational Control

OPCON is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. OPCON may be exercised by commanders at any echelon at or below the level of CCMD and may be delegated within the command.

- a. **Basic Authority.** OPCON is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations and joint training necessary to accomplish the mission. It can be delegated from a lesser authority than COCOM and should be delegated to and exercised by the commanders of subordinate organizations; normally, this authority is exercised through subordinate JFCs and Service, and/or functional component commanders. OPCON provides authority to organize and employ commands and forces as the commander considers necessary to accomplish assigned missions. It does not include DAFL or matters of administration, discipline, internal organization, or unit training. The CCDR must specifically delegate these elements of COCOM. OPCON does include the authority to delineate the functional responsibilities and operational areas of subordinate commanders.
- b. Commanders of subordinate commands, including JTFs, are given OPCON of assigned forces and OPCON or TACON of attached forces by the superior commander. Superior commanders have the discretion to delegate all or some of the authorities inherent in OPCON.
- c. OPCON includes the authority to:
 - (1) Exercise or delegate OPCON and TACON or other specific elements of authority, establish support relationships among subordinates, and designate coordinating authorities.
 - (2) Give direction to subordinate commands and forces necessary to carry out missions assigned to the command, including authoritative direction over all aspects of military operations and joint training.
 - (3) Prescribe the chain of command to the commands and forces within the command.
 - (4) Organize subordinate commands and forces within the command as necessary to carry out missions assigned to the command while giving due consideration for unique Service organizational structures and their specific support requirements.

- (5) Employ forces, as necessary, to carry out missions assigned to the command.
 - (6) Assign command functions to subordinate commanders.
 - (7) Plan for, deploy, direct, control, and coordinate the actions of subordinate forces.
 - (8) Establish plans, policies, priorities, and overall requirements for the intelligence collection activities of the command.
 - (9) Conduct joint training exercises required to facilitate effective employment of the forces of the command, in accordance with joint doctrine established by the CJCS, and establish training policies for joint operations required to accomplish the mission. This authority also applies to forces attached for purposes of joint exercises and training.
 - (10) Suspend from duty and recommend reassignment of any officer assigned to the command.
 - (11) Assign responsibilities to subordinate commanders for certain routine operational matters requiring coordination of effort of two or more commanders.
 - (12) Establish an adequate system of control for local defense and delineate operational areas for subordinate commanders as required.
 - (13) Delineate functional responsibilities and geographic operational areas of subordinate commanders.
- d. SecDef may specify adjustments to accommodate authorities beyond OPCON in an establishing directive when forces are transferred between CCDRs or when members and/or organizations are transferred from the MILDEPs to a CCMD. Adjustments must be coordinated with the participating Service chiefs and CCDRs.

4. Tactical Control

TACON is an authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed direction and control of movements and maneuvers within the operational area necessary to accomplish assigned missions or tasks assigned by the commander exercising OPCON of the attached force.

a. **Basic Authority.** TACON may be delegated to a lesser authority than OPCON and may be delegated to and exercised by commanders at any echelon at or below the level of CCMD.

b. **TACON provides the authority to:**

- (1) Give direction for military operations.

(2) Control designated forces (e.g., ground forces, aircraft sorties, or missile launches).

c. TACON does not provide the authority to add to or change the function of the subordinate commander.

d. TACON provides sufficient authority for controlling and directing the application of force or tactical use of combat support forces within the assigned mission or task. **TACON does not provide DAFL; authority over matters relating to administration, support, and discipline; or authority to change the organization of commands and forces.**

e. Functional component commanders typically exercise TACON over military capability or forces made available for tasking.

5. Support

Support is a command authority. A support relationship is established by a common superior commander between subordinate commanders when one organization should aid, protect, complement, or sustain another force. The support command relationship is used by SecDef to establish and prioritize support between and among CCDRs, and it is used by JFCs to establish support relationships between and among subordinate commanders.

a. **Basic Authority.** Support may be exercised in both the administrative and operational branches of the chain of command. In the operational branch of the chain of command, support may be exercised by commanders at any echelon at or below the CCMD level. The designation of supporting relationships is important, as it conveys priorities to commanders and staffs planning or executing joint operations. The support command relationship is, by design, a somewhat vague, but very flexible, arrangement. The establishing authority is responsible for ensuring both the supported commander and supporting commanders understand the degree of authority granted to the supported commander.

b. The supported commander should ensure the supporting commanders understand the assistance required. The supporting commanders provide the assistance needed, subject to existing capabilities and other assigned tasks. When a supporting commander cannot fulfill the needs of the supported commander, either the supported commander or a supporting commander notifies the establishing authority. The establishing authority is responsible for determining a solution.

c. An establishing directive is normally issued to specify the purpose of the support relationship, the effect desired, and the scope of the action to be taken. It also should include:

(1) The forces and resources allocated to the supporting effort.

(2) The time, place, level, and duration of the supporting effort.

- (3) The relative priority of the supporting effort.
- (4) The authority, if any, of the supporting commander to modify the supporting effort in the event of exceptional opportunity or an emergency.
- (5) The degree of authority granted to the supported commander over the supporting effort.
- (6) The circumstances and authority that may reverse the support relationship between two commanders.
 - d. Unless limited by the establishing directive, the supported commander has the authority to exercise general direction of the supporting effort. General direction includes the designation and prioritization of targets, threats, or objectives; timing and duration of the supporting action; and other instructions necessary for coordination and efficiency.
 - e. The supporting commander determines the forces, tactics, methods, procedures, and communications employed in providing support. The supporting commander advises and coordinates with the supported commander on matters concerning the employment and limitations of such support (e.g., sustainment), assists in planning for the integration of such support into the supported commander's effort as a whole, and ensures support requirements are appropriately communicated within the supporting commander's organization.
 - f. The supporting commander should fully understand the supported commander's intent and objectives. The supporting commander has the responsibility to ascertain the needs of the supported force and take action to fulfill them within existing capabilities, consistent with priorities and requirements of assigned tasks.
 - g. The CCDR can establish four categories of support for assigned or attached forces to ensure the appropriate level of support is provided to accomplish the mission and achieve objectives. They are: general support, mutual support, direct support, and close support. Figure IV-2 summarizes each of the categories of support. The establishing directive specifies the type and extent of support the specified forces are to provide.
 - h. When operating in a direct support relationship, with multiple Service/component/subordinate command forces, the supported commander for a mission area (e.g., area air defense commander for air and missile defense [AMD]) determines the tactics, methods, procedures, and communications necessary to achieve unified action.

For further information, see Appendix A, “Establishing Directive (Support Relationship Considerations.”

6. Support Relationships Between Combatant Commanders

- a. SecDef establishes support relationships between the CCDRs for the planning and execution of joint operations. This ensures the supported CCDR receives the necessary

Categories of Support

General Support

Support given to the supported force as a whole rather than to a particular subdivision thereof.

Mutual Support

Support that units render each other against an enemy because of their assigned tasks, their position relative to each other and to the enemy, and their inherent capabilities.

Direct Support

A mission requiring a force to support another specific force and authorizing it to answer directly to the supported force's request for action.

Close Support

Action of the supporting force against targets or objectives that are sufficiently near the supported force as to require detailed integration or coordination of the supporting action with the fire, movement, or other actions of the supported force.

Figure IV-2. Categories of Support

support. A supported CCDR requests capabilities, tasks supporting DOD components, coordinates with the appropriate USG departments and agencies (where agreements are established), and develops a plan to achieve the common objectives. As part of the team effort, supporting CCDRs provide the requested capabilities, as available, to assist the supported CCDR to accomplish missions requiring additional resources.

b. The CJCS organizes the joint planning and execution community for joint planning to carry out support relationships between CCMDs. The supported CCDR has primary responsibility for all aspects of an assigned task. Supporting CCDRs provide forces, assistance, or other resources to a supported CCDR. Supporting CCDRs prepare supporting plans as required. Under some circumstances, a CCDR may be a supporting CCDR for one operation while being a supported CCDR for another.

7. Support Relationships Between Subordinate Commanders

a. The JFC may establish support relationships between subordinate commanders to facilitate operations. Support relationships create an effective means to prioritize and enable unity of effort for various operations. Subordinate commanders should establish liaison with other subordinate commanders to facilitate the support relationship and to coordinate the planning and execution of pertinent operations. Support relationships may change across phases of an operation, as directed by the JFC as the establishing authority.

b. When the commander of a Service component is designated as a functional component commander, the associated Service component responsibilities for assigned or attached forces are retained but are not applicable to forces made available by other Service components. The operational requirements of the functional component commander's subordinate forces are prioritized and presented to the JFC by the functional component commander, relieving the affected Service component commanders of this responsibility,

but the affected Service component commanders are not relieved of their administrative and support responsibilities.

c. In rare situations, a supporting commander may be supporting two or more supported commanders. In these situations, there must be clear understanding among all parties, and a specification in the establishing directive, as to who supports whom, when, and with what prioritization. When there is a conflict over prioritization, employment, or task organization between commanders, the CCDR having COCOM of the subordinate commanders adjudicates the matter.

8. Command Relationships and the Global Force Management Assignment and Allocation of Forces

All forces under the jurisdiction of the Secretaries of the MILDEPs (except those forces that are Service institutional or Service retained) are assigned to CCMDs or Commander, US Element, North American Aerospace Defense Command. A force assigned or attached to a CCMD by the GFM process, or Service-retained forces, may be transferred to a CCDR only when directed by SecDef and under procedures prescribed by SecDef and approved by the President. Director, Joint Staff J-8 [Directorate for Force Structure, Resources, and Assessment] is responsible for developing, staffing, reviewing, and preparing the GFMIG. This guidance describes how to implement GFM while prioritizing strategic requirements and accounting for risk. Director, JS J-3, is responsible for developing, staffing, reviewing, and preparing the annual (*U*) *Global Force Management Allocation Plan*. This plan provides the annual deployment order for the joint force and is modified to meet emerging or crisis-based requirements. Holistically, this process is known as the GFM allocation process, which guides and directs force management across the globe. The command relationship the gaining commander exercises (and the losing commander relinquishes) is specified by SecDef. Establishing authorities for subordinate unified commands and JTFs may direct the attachment of their forces to those subordinate commands and specify the command relationship as appropriate (see Figure IV-3 and JP 5-0, *Joint Planning*).

For additional information on GFM, see CJCSI 3100.01, Joint Strategic Planning System, and CJCSM 3130.06, Global Force Management Allocation Policies and Procedures.

a. The CCDR exercises COCOM over forces assigned or reassigned by the President or SecDef. Forces are assigned or reassigned when the transfer of forces is relatively permanent or for an unknown period of time or when the broadest command authority is required or desired. OPCON of assigned forces is inherent in COCOM and may be delegated within the CCMD by the CCDR.

b. The CCDR normally exercises OPCON over forces attached by SecDef via the GFM allocation process. Forces are attached when the transfer of forces is temporary. Establishing authorities for subordinate unified commands and JTFs will normally direct the delegation of OPCON over forces attached to those subordinate commands.

Transfer of Forces and Command Relationships Overview

- Forces, not command relationships, are transferred between commands. When forces are transferred, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over those forces must be specified.
- When transfer of forces to a joint force is permanent (or for an unknown but long period of time) the forces should be reassigned. Combatant commanders exercise combatant command (command authority), and subordinate joint force commanders (JFCs), normally through the Service component commander, exercise operational control (OPCON) over reassigned forces.
- When transfer of forces to a joint force is temporary, the forces are attached to the gaining command, and JFCs, normally through the Service component commander, exercise OPCON over the attached forces.
- Establishing authorities for subordinate unified commands and joint task forces direct the assignment or attachment of their forces to those subordinate commands as appropriate.

Figure IV-3. Transfer of Forces and Command Relationships Overview

c. In accordance with Title 10, USC, Section 162, except as otherwise directed by SecDef, all forces operating within the geographic area assigned to a CCDR shall be assigned or attached to, and under the command of, that CCDR. (This does not apply to the USNORTHCOM AOR or specific United States Transportation Command, USSOCOM, USCYBERCOM, USSPACECOM, and United States Strategic Command capabilities that remain under control of their respective CCDR.) Transient forces do not come under the chain of command of the CCDR solely by their movement across operational area boundaries, except when the CCDR is exercising TACON for the purpose of FP. Unless otherwise specified by SecDef, and with the exception of the USNORTHCOM AOR, a CCDR has TACON for exercise purposes whenever forces not assigned to that CCDR undertake exercises in that CCDR's AOR.

9. Other Authorities

Other authorities outside the command relationships delineated above are described below.

a. **ADCON.** ADCON is the direction or exercise of authority over subordinate or other organizations with respect to administration and support, including organization of Service forces, control of resources and equipment, personnel management, logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations. ADCON is synonymous with administration and support responsibilities identified in Title 10, USC. This is the authority necessary to fulfill MILDEP statutory responsibilities for administration and support. ADCON is exercised by commanders of Service forces assigned to a CCDR at any echelon at or below the level of Service component command and within Service commands not part of a CCMD. ADCON is subject to the command authority of CCDRs.

Service commanders exercising ADCON shall not usurp the authorities assigned by a CCDR having COCOM over commanders of assigned Service forces.

b. Coordinating Authority

(1) Coordinating authority is delegated to a commander or individual for coordinating specific functions and activities involving forces of two or more MILDEPs, two or more joint force components, or two or more forces of the same Service (e.g., joint security coordinator exercises coordinating authority for joint security area operations among the component commanders). Commanders or individuals may exercise coordinating authority at any echelon at or below the level of CCMD. Coordinating authority may be granted and modified through an MOA to provide unity of effort for operations involving RC and AC forces supporting interagency partners. The commander or individual has the authority to require consultation between the agencies involved but does not have the authority to compel agreement. The common tasks to be coordinated are specified in the establishing directive without disturbing the normal organizational relationships in other matters. Coordinating authority is a consultation relationship between commanders, not an authority by which command may be exercised. It is more applicable to planning and similar activities than to operations. Coordinating authority is not in any way tied to force assignment. Assignment of coordinating authority for development of integrated contingency plans (ICPs) is based on the missions and capabilities of the commands or organizations involved. As an inherent part of planning, CCMDs empowered with coordinating authority lead assessment associated with their respective plan during across the competition continuum to inform recommendations on the GCP and ICP. Command authority in terms of OPCON of forces or supported commander authorities is delegated for execution through execute and operation orders.

(2) Consistent with the discussion above, coordinating authority also applies to joint planning. In the context of global integration, a coordinating authority is generally the CCDR with the preponderance of responsibility for developing plans in support of a GCP, contingencies, and functional areas but does not receive additional command authority or authority to compel agreement beyond that already assigned in the UCP. Coordinating authorities convene collaborative forums to perform three key major functions: planning, assessing, and recommending changes to plans. Designated coordinating authorities lead planning and assessment across CCMDs and provide recommendations to the CJCS for specific problem sets or missions.

For more information, see CJCSI 3141.01, Management and Review of Campaign and Contingency Plans, and JP 5-0, Joint Planning.

c. Direct Liaison Authorized (DIRLAUTH). DIRLAUTH is the authority granted by a commander (any level) to a subordinate to directly consult or coordinate an action with a command or agency within or outside of the granting command. DIRLAUTH is more applicable to planning than operations and always carries with it the requirement of keeping the commander granting DIRLAUTH informed. DIRLAUTH is a coordination relationship, not an authority through which command may be exercised.

10. Command of National Guard and Reserve Forces

a. CCDRs exercise COCOM of RC forces when activated under appropriate Title 10, USC, authority. Forces are available for operational missions when activated for specific periods or when ordered to active duty after being validated for employment by their parent Service. Normally, NG forces are under the command of their respective governor in Title 32, USC, or state active duty status when not ordered to active duty under Title 10, USC, authority. However, SecDef may request assistance from state governors to allow state NG forces to support a federal mission or operation pursuant to Title 32, USC, Section 502, and be attached to a CCDR under an authority that defines the nature, extent, and degree of control exercised by the CCDR and subordinate commanders, including dual-status commanders (DSCs).

b. The authority CCDRs may exercise over assigned RC forces when not on active duty or when on active duty for training is training and readiness oversight (TRO). CCDRs normally will exercise TRO over assigned forces through Service component commanders. TRO includes authority to:

- (1) Provide guidance to Service component commanders on operational requirements and priorities to be addressed in MILDEP training and readiness programs.
- (2) Comment on Service component program recommendations budget requests.
- (3) Coordinate and approve participation by assigned RC forces in joint exercises and other joint training when on active duty for training or inactive duty for training.
- (4) Obtain and review readiness and inspection reports on assigned RC forces.
- (5) Coordinate and review mobilization plans (including post-mobilization training and deployability validation) developed for assigned RC forces.

c. Unless otherwise directed by SecDef, the following limitations apply:

- (1) Assigned RC forces on active duty (other than for training) may not be deployed until validated by the parent Service for deployment.
- (2) Commanders may employ RC forces assigned to subordinate component commanders in contingency operations when forces are activated for specific periods or when ordered to active duty after being validated for employment by their parent Service.
- (3) RC forces on active duty for training or performing inactive duty training may be employed in connection with contingency operations only as provided by law and when the primary purpose is for training consistent with their mission or specialty.

d. CCDRs communicate with assigned RC forces through the MILDEPs when the RC forces are not on active duty or when on active duty for training.

e. CCDRs may inspect assigned RC forces in accordance with DODD 5106.04, *Defense Inspectors General*, when such forces are activated or ordered to active duty (other than for training).

f. Commander, United States Special Operations Command (CDRUSSOCOM), exercises additional authority for certain functions for assigned RC forces and for all SOF attached to other CCMDs in accordance with the current MOAs between CDRUSSOCOM and the Secretaries of the MILDEPs.

g. In designing force structure, MILDEPs may design operational units with both AC and RC forces. When the intent of the AC forces within these units is to provide a limited capability to its assigned CCMD (as opposed to full time support roles as defined in DODI 1205.18, *Full-Time Support [FTS] to the Reserve Components*), the CCDR has the authority to operationally task the unit. The unit commander will have authorities over the individual personnel in the unit commensurate with their component and/or duty status.

See DODI 1215.06, Uniform Reserve, Training, and Retirement Categories for the Reserve Components, for types of RC duty.

11. Command and Control Within Joint, Federal, and State Operations

When the governor of a state and SecDef agree it is necessary and proper, they may designate a DSC to facilitate unity of effort between federal military and state NG forces, usually when providing a DSCA response within that state. When designated, a DSC exercises command on behalf of, and receives separate orders from, a federal chain of command and a state chain of command. As such, the DSC is an intermediate link between two distinct, separate chains of command flowing from different federal, territorial, and state governments. Title 32, USC, Section 317, states DSC-led JTFs should be the usual and customary C2 arrangement established in response to an emergency or major disaster within the United States when both federal and state military forces are supporting the response. Only an Army National Guard officer, Air National Guard officer, or commissioned officer of the regular Army or Air Force may be designated to serve as a DSC.

For more information on DSC, see JP 3-28, Defense Support of Civil Authorities.

SECTION B. COMMAND AND CONTROL OF JOINT COMMANDS

12. Background

Command is the exercise of authority and direction by a properly designated commander over assigned and attached forces. C2 is the means by which a JFC synchronizes and/or integrates joint force activities. C2 ties together all the operational functions and tasks and applies to all levels of warfare and echelons of command. C2 functions are performed through an arrangement of personnel, equipment, communications, facilities, and procedures employed by a commander in planning, directing, coordinating, and controlling forces and operations in the accomplishment of the mission.

13. Command and Control Fundamentals

C2 facilitates the commander's ability to make sound and timely decisions and successfully execute them. Unity of effort over complex operations is made possible through decentralized execution and unified action. Advances in information systems and communications may enhance the situational awareness (SA) and understanding of tactical commanders, subordinate JFCs, CCDRs, and even the national leadership. The level of control used depends on the nature of the operation or task, the risk or priority of its success, and the associated comfort level of the commander.

a. **Tenets.** Unity of command is strengthened through adherence to the following C2 tenets:

(1) **Clearly Defined Authorities, Roles, and Relationships.** Effective C2 of joint operations begins by establishing unity of command through the designation of a JFC with the requisite authority to accomplish assigned tasks using an uncomplicated chain of command. It is essential for the JFC to ensure subordinate commanders, staff principals, and leaders of C2 nodes understand their authorities, role in decision making, and relationships with others. The assignment of responsibilities and the delegation of authorities foster initiative and speed the C2 process. Joint force staff principals must understand their primary role is to provide sufficient, relevant information to enhance SA and understanding for the JFC and for subordinate commanders. Once a decision is made, commanders depend on their staffs to communicate the decision to subordinates in a manner that quickly focuses the necessary capabilities within the command to achieve the commander's objective. The commander should give the staff the authority to make routine decisions within the constraints of the commander's intent while conducting operations. Appropriate application of the command relationships discussed in Section A, "Command Relationships," ensure the requisite amount of control is applied while enabling sufficient latitude for decentralized execution. Additionally, commander-to-staff and staff-to-staff relationships must be developed through training to promote the understanding of all regarding the direction and support required.

(2) **Mission Command.** Mission command is the conduct of military operations through decentralized execution based upon mission-type orders that empower individuals to exercise judgment in how they carry out their assigned tasks emphasizing trust, force of will, initiative, judgment, and creativity. Successful decentralized execution demands subordinate leaders at all echelons exercise disciplined initiative and act aggressively and independently to accomplish the mission. They focus their orders on the purpose of the operation rather than on the details of how to perform assigned tasks. They delegate decisions to subordinates wherever possible to minimize detailed control and empower subordinates' initiative to make decisions based on understanding what the commander wants rather than on constant communications with the commander. Essential to mission command is the thorough understanding of the **commander's intent** at every level of command and a command climate of mutual trust and shared understanding.

(3) **Information Management and Knowledge Sharing.** Control and appropriate sharing of information is a prerequisite to maintaining effective C2. For a discussion of information management and knowledge sharing, see JP 3-0, *Joint Operations*, and JP 3-33, *Joint Task Force Headquarters*.

(4) **Communication.** Because JFCs seek to minimize restrictive control measures and detailed instructions, they must find effective and efficient ways to create cooperation and compliance. Commander's intent fosters communication and understanding with all subordinates. This shared understanding builds teamwork and mutual trust. Two joint C2 constructs that enable implicit communication are the commander's intent and mission statement.

(a) The commander's intent represents a unifying idea that enables decentralized execution within centralized, overarching guidance. Intent is a clear and concise expression of the purpose of the operation and the objective. A commander's intent provides focus to the staff and helps subordinate and supporting commanders act to accomplish the mission without further orders, even when operations do not unfold as planned.

(b) Mission-type orders direct a subordinate unit to perform a certain task without specifying how to accomplish it. Within these orders, the actual mission statement should be a short sentence or paragraph describing the organization's essential task (or tasks) and purpose—a clear statement of the action to be taken and the reason for doing so.

(5) **Timely Decision Making.** With well-defined commander's critical information requirements, effective common operational picture, and establishing clear operational-level objectives, the JFC can facilitate timely decision making to get inside the enemy's decision and execution cycle. Doing so generates confusion and disorder and slows an enemy's decision making. The commander who can gather and synthesize information and use that knowledge to make better decisions faster generates a rapid tempo of operations and gains a decided advantage. Consequently, decision-making models and procedures must be flexible and enable abbreviation, should the situation warrant. Adoption of a decision aid, such as a decision support matrix or decision support template, offers the commander and staff a method for maintaining SA of the ongoing operation, as well as identifying critical decision points where the commander's action may be required to maintain momentum.

(6) **Coordination Mechanisms.** Coordination mechanisms facilitate integration, synchronization, and synergistic interaction among joint force components. Coordinating mechanisms can include: agreements, memoranda of understanding, exchange and liaison officers, direct and integrated staffing, interoperable communications systems, information sharing, control measures (maneuver control measures, fire support coordination measures, and airspace coordinating measures), exercises, and plan development. Coordination is facilitated through the exchange of liaisons, operational graphics, and interoperable communications systems. These mechanisms provide the JFC with a linkage to the joint force staff and subordinate commands' activities and their work to execute plans and coordinate changes required by the unfolding situation. During operations with

interagency and multinational partners where unity of command may not be possible, unity of effort may be achieved through effective coordination, exchange of liaisons, and interoperable communications and common operating systems. Constant vertical and horizontal coordination and cooperation between the CCMD and component staffs and other CCMDs are prerequisites for enabling timely command awareness.

(7) **Battle Rhythm Discipline.** A command headquarters' battle rhythm is its daily operations cycle for briefings, meetings, and reporting requirements. A battle rhythm is essential to support decision making, staff actions, and higher headquarters information requirements and to manage the dissemination of decisions and information in a coordinated manner. The CCDR and their subordinate commanders should establish critical information requirements that enable their staffs to create a defined battle rhythm. It must be designed to minimize the time the commander and key staff members spend attending meetings and listening to briefings. The battle rhythm must enable the staff and subordinate commanders time to plan, communicate with the commander, and direct the activities of their subordinates. The battle rhythms of the joint and component headquarters should be synchronized and take into account multiple time zones and other factors. Other planning, decision, and operating cycles or processes (e.g., intelligence, targeting, and air tasking order) influence the joint force headquarters battle rhythm. Further, meetings of the necessary staff organizations must be synchronized to facilitate timely decision making. Consequently, key members of the joint force staff, components, and supporting agencies should participate in the development of the joint force headquarters battle rhythm, a process that is typically led by a senior staff member such as the COS. Those participants must consider the battle rhythm needs of higher, lower, and adjacent commands when developing the joint force headquarters battle rhythm.

(a) Simple, focused displays of information managed and delivered in a disciplined way are necessary. Information displayed or discussed should be mission-related. The attention of the JFC and joint staff is pulled from above, by requirements from seniors, and from below, by the needs of subordinate commanders and their staffs. These requirements must also be integrated into the activities of the JFC but must not dominate JFC actions. Technology offers a means to reduce the time required for conducting these essential C2 events. For example, video teleconferencing and other collaborative communication tools are common methods used in many headquarters to conduct scheduled and unscheduled meetings and conferences that include a wide range of key participants.

(b) The JFC and staff must be sensitive to the battle rhythm of subordinate organizations. Component commanders also need information to function properly within their own decision cycles. The JFC should establish and require adherence to norms that increase the speed of the component commanders' decision cycles. Strict adherence to information management procedures is central to an effective battle rhythm and effective decision making.

(8) **Responsive, Dependable, and Interoperable Support Systems.** Intelligence, surveillance, reconnaissance, and communications systems (terrestrial and

space-based) must be responsive and dependable in an operationally relevant time frame to provide the JFC with accurate, timely, relevant, and adequate information. Support systems using common architectures, compatible designs, or standardized development contribute to a higher state of interoperability and, thus, C2 utility. This should be considered when establishing requirements for the design of support systems. Integrating the support systems of multinational, agency, and other partners must also be considered.

(9) **SA.** The primary objective that staff seeks to achieve for commanders is SA—a prerequisite for commanders anticipating opportunities and challenges. True situational understanding should be the basis for all decision making. Knowledge of friendly capabilities and enemy capabilities, intentions, and likely COAs enables commanders to focus joint efforts where they best and most directly contribute to achieving objectives. Further, the JFC’s SA must be broad, including the actions and intentions of multinational partners, civilian agencies, adjacent commands, higher headquarters, HN authorities, and NGOs.

(10) **Mutual Trust.** Decentralized execution, operating within the JFC’s intent, and mission-type orders capitalize on the initiative of subordinate commanders. For these methods to work within a joint force and for the joint force to function at all, there must be a high degree of mutual trust. Trust among the commanders and staffs in a joint force expands the JFC’s options and enhances flexibility, agility, and the freedom to take the initiative when conditions warrant. The JFC trusts the chain of command, leaders, and staffs to use the authority delegated to them to fulfill their responsibility for mission accomplishment; the joint force trusts the JFC to use component capabilities appropriately. Mutual trust results from honest efforts to learn about and understand the capabilities each member brings to the joint force, demonstrated competence, and planning and training together. Mutual trust is developed through joint professional military education and as joint forces train together. Training and education are central to developing TTP for effective integration and communication.

b. **Civilian-Military Dialogue.** Strategy and joint planning occur within the department-level enterprise of policies, processes, procedures, and reporting structures supported by communications and information technology used to plan and execute joint operations. A focus of planning is the interaction between senior DOD civilian leadership, CCDRs, and the CJCS, which helps the President and SecDef decide when, where, and how to employ US military forces and resources. The interactive, iterative, and collaborative process guides the way planning and execution occurs throughout the joint force. There must also be extensive coordination with DOS regarding foreign missions and DHS for domestic efforts.

For further guidance on joint planning, refer to JP 5-0, Joint Planning, and CJCSM 3130.03, Planning and Execution Formats and Guidance.

14. Organization for Joint Command and Control

Component and supporting commands’ organizations and capabilities must be integrated into a joint organization that enables effective and efficient joint C2. The C2

structure is centered on the JFC's mission and CONOPS; available forces and capabilities; and joint force staff composition, capabilities, location, and facilities. The JFC should be guided in this effort by the following principles:

- a. **Simplicity.** Unity of command must be maintained through an unambiguous chain of command, well-defined command relationships, and clear delineation of responsibilities and authorities, that are made to be as simple as the tactical situation and the operational environment allow. The JFC staff does not have direct authority over any subordinate commander's staffs. The component staffs work solely for the component commander.
- b. **Span of Control.** The desired reach of the JFC's authority and direction over assigned or attached forces varies depending on the mission and the JFC's ability to C2 the forces required. Span of control is based on many factors, including the number of subordinates, number of activities, range of weapon systems, force capabilities, size and complexity of the operational area, and method used to control operations (centralized or decentralized).
- c. **Unit Integrity.** Component forces should remain organized as designed and in the manner accustomed through training to maximize effectiveness. However, if a JFC desires to reorganize component units, it should be done only after careful consultation and coordination with the Service component commander.
- d. **Interoperability.** Unified action demands maximum interoperability. The forces, units, and systems of all Services must operate together effectively, in part through interoperability. This includes joint force development, use of joint doctrine, the development and use of joint plans and orders, and the development and use of joint and interoperable communications and information systems. It also includes conducting joint training and exercises. Interoperability concludes with a materiel development and fielding process that provides materiel that is fully compatible with and complementary to systems of all Services. A key to successful interoperability is to ensure planning processes are joint from their inception. The simplest and most streamlined chain of command can be thwarted by an absence of interoperability among the components' forces and systems.

15. Joint Command and Staff Process

- a. **General.** The nature, scope, and tempo of military operations continually changes, requiring the commander to make new decisions and take new actions in response to these changes. This may be viewed as part of a cycle that is repeated when the situation changes significantly. The cycle may be deliberate or rapid, depending on the time available. However, effective decision making and follow-through require the basic process be understood by all commanders and staff officers and adapted to the prevailing situation. Although the scope and details vary with the level and function of the command, the purpose is constant: analyze the situation and need for action, determine the COA best suited for mission accomplishment, and carry out the selected COA while continuing to assess and adjust joint force actions to adapt to the unfolding situation.

b. **Estimates, Decisions, and Directives.** These processes are iterative, beginning with the initial recognition that the situation has changed (e.g., change of mission, change in the friendly or adversary situation), requiring a new decision by the commander. The staff assembles available information regarding the enemy, friendly, and environmental situations and assists the commander in analyzing the mission and devising COAs. The staff then presents an analysis of these COAs and the commander makes a decision. This decision identifies what the command is to do and becomes the “mission” paragraph of a plan or order. An estimate process, as described in JP 5-0, *Joint Planning*, may be used by commanders and staffs during the preparation of estimates and directives. Simulation and analysis capabilities can assist in correlation of friendly and adversary strengths and weaknesses, as well as in analysis of COAs.

c. **Follow-Through.** Having received and analyzed the mission, the commander determines how it will be accomplished and directs subordinate commanders to accomplish certain tasks contributing to the common objective. Then the commander is responsible for carrying out the mission to successful conclusion, using supporting staff studies, coordination, and analysis relating to:

- (1) Supervision of the conduct of operations;
- (2) Changes to orders, priorities, and apportionment of support;
- (3) Commitment and reconstitution of the reserve; and
- (4) After mission accomplishment, consolidation, and refit in preparation for the next task.

For further guidance on joint C2, refer to JP 3-33, Joint Task Force Headquarters, and JP 5-0, Joint Planning.

16. Command and Control Support Systems

a. A C2 support system, which includes interoperable supporting communications systems, is the JFC’s principal tool used to collect, transport, process, share, and protect data and information. Joint C2 support systems must provide quality information to enable relevant and timely JFC decisions and provide feedback on objectives. To facilitate the execution and processes of C2, military communications systems must furnish rapid, reliable, and secure information throughout the chain of command. All joint functions (C2, information, intelligence, fires, movement and maneuver, protection, and sustainment) depend on responsive and dependable communications systems that tie together all aspects of joint operations and enable the JFCs and their staffs to initiate, direct, monitor, question, and react. Ultimately, effective C2 depends on the right person having the right information at the right time to support decision making.

For further guidance on information quality attributes, refer to JP 6-0, Joint Communications System.

b. To ensure essential information is available to the commander and staff for decision making and mission command, the JFC should ensure all information is treated as record material and properly handled to meet statutory requirements and sound records management principles as discussed in CJCSM 5760.01, *Joint Staff and Combatant Command Records Management Manual*. Proper records management supports continuity for CCMDs, JTFs, and Service component commands, enabling better planning, providing documentation for analysis by future military leaders, developing joint lessons learned, and capturing military history. Records management is mandated by public law and DOD policy and supports USG transparency and accountability to statutory requirements, such as the Freedom of Information Act.

For further guidance on records management, refer to Title 18, USC, Section 2701; Title 44, USC, Chapter 31 (Sections 3101-3107); Title 36, Code of Federal Regulations, Part 1220; and DODI 5015.02, DOD Records Management Program.

17. National Military Command System

The National Military Command System (NMCS) is the priority component of the DODIN designed to support the President, SecDef, CJCS, and other senior leaders in the exercise of their responsibilities. The NMCS provides the means by which the President and SecDef can receive warning and intelligence to enable accurate and timely decision making, application of Service resources, assignment of military missions, and communication of direction to CCDRs or the commanders of other commands. Both the communication of warning and intelligence from all sources and the communication of decisions and commands to military forces require the NMCS be a secure, responsive, reliable, and survivable system. An enduring command structure with survivable systems is both required and fundamental to NMCS continuity of operations.

For further information, refer to JP 6-0, Joint Communications System.

18. Defense Continuity Program

The Defense Continuity Program is an integrated program composed of DOD policies, plans, procedures, assets, and resources ensuring continuity of DOD component mission-essential functions under all circumstances, including crisis, attack, recovery, and reconstitution. It encompasses the DOD components performing continuity of operations, continuity of government, and enduring constitutional government functions to enhance readiness posture.

For further information, refer to DODD 3020.26, DOD Continuity Policy.

SECTION C. PERSONNEL SERVICE SUPPORT AND ADMINISTRATION

19. Morale, Welfare, and Recreation

In a joint force, the morale and welfare of each Service member is the responsibility of the Service component commander. The JFC coordinates morale, welfare, and

recreation (MWR) programs within the operational area. MWR facilities may be operated either by a single Service or jointly as directed by the CCDR in whose AOR the facility is located. Facilities operated by one Service should be made available to personnel of other Services to the extent practicable. Jointly operated facilities should be available equitably to all Services.

For further information on MWR, see JP 1-0, Joint Personnel Support.

20. Awards and Decorations

Recommendations for decorations and medals are made by the JFC in accordance with Service regulations or as prescribed by DOD Manual 1348.33, *Manual of Military Decorations and Awards*, Volumes I through IV, as applicable. Recommendations for joint awards will be processed through joint channels. Concurrence of the CJCS is required prior to initiating a request for a joint award to SecDef. When a member of a joint staff is recommended for a Service award, the JFC processes the recommendation through Service channels. The JFC forwards offers of personal foreign decorations through the CCDR to the Secretary of the appropriate MILDEP. The JFC forwards offers of foreign unit, Service, or campaign medals through the CCDR to the CJCS.

21. Efficiency, Fitness, and Performance Reports

a. The immediate superior of an officer or enlisted Service member in a joint organization is responsible for preparing an efficiency, fitness, or performance report in accordance with the guidance (and on the prescribed form) of the rated member's Service. Completed reports are forwarded to the reported Service member's Service for filing. A copy of the signed report must be provided to the Service member, and a copy must be maintained by the senior rater in accordance with Service guidance.

b. JFCs are responsible for performance reports for subordinate JFCs and assigned or attached Service and functional component commanders. In addition, JFCs may issue performance reports, in accordance with Service directives, for subordinate commanders regardless of Service, at the discretion of the JFC. Letter reports prepared by CCDRs for component commanders are forwarded through the CJCS to the reported officer's Service.

For further information on personnel administration, refer to JP 1-0, Joint Personnel Support.

22. Personnel Accountability

The JFC establishes standardized procedures to account for all personnel composing the force, including obtaining initial accountability and continuous updates throughout the duration of the operation. The JFC accomplishes joint personnel strength reporting and manages casualty reporting. The JFC provides personnel reports to the CCDR and CJCS, as directed.

23. Religious Affairs

Religious affairs are the commander's responsibility and consist of the combination of religious support and religious advisement. Religious support addresses the commander's responsibilities to support the free exercise of religion by members of the joint force to the standards set by DOD and the Services and to make a good faith effort in support of the welfare of personnel. Religious advisement addresses the commander's requirement to receive germane subject matter advice on the impact of religion and ethics on operations. All military commanders are responsible for religious affairs in their command. While the Services set standards for their personnel, each commander is responsible for identifying religious requirements unique to the echelon and circumstances. Religious support consists of the accommodation of the free exercise of religious beliefs through provision and facilitation of religious worship and pastoral care, advising the JFC on ethics, morals, morale, command climate, and the command religious program. Chaplains work to fulfill religious requirements in coordination with other chaplains, religious lay leaders, local civilian partnerships, and the aid of chaplain assistants and religious program specialists. Confidentiality provided by chaplains and chaplain assistants ensures all members of the joint force, regardless of religious identity, have the opportunity to seek spiritual guidance and pastoral care and counsel from professionals who cannot disclose the content of communications. Religious affairs are conducted according to Service policies and standards.

For further information on religious support, see JP 3-0, Joint Operations, and Joint Guide 1-05, Religious Affairs in Joint Operations.

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APPENDIX A

ESTABLISHING DIRECTIVE (SUPPORT RELATIONSHIP) CONSIDERATIONS

1. General

This appendix provides information to assist CCDRs, subordinate JFCs, and other commanders with considerations for developing an establishing directive to clarify that support relationship. When the supporting entity is a CSA, the agency will exercise the authority and bear the responsibility of a supporting commander.

2. Establishing Directive

a. An establishing directive is essential to ensure unity of command. Normally, the designated commander develops a draft establishing directive during planning to provide the specifics of the support relationship. The commander submits the draft establishing directive to the establishing authority for consideration. The establishing directive is normally issued to specify the purpose of the support relationship, the effects desired, the objectives, and the scope of the action to be taken. Operation orders, execute orders, and fragmentary orders often serve as an establishing directive. Regardless of what is used, establishing directives may also include, but are not necessarily limited to, the following:

- (1) Time, place, level, and duration of the supporting effort.
- (2) Relative priority of the supporting effort.
- (3) Authority, if any, of the supporting commanders to modify the supporting effort in the event of exceptional opportunity or an emergency.
- (4) Degree of authority granted to the supported commander over the supporting effort.
- (5) Establishment of control and coordination measures.
- (6) Development of joint TACAIR strike requests and air support requests.
- (7) Development of target nominations, establishment of fire support coordination measures, and the role of coordination centers.
- (8) Degree of integration of AMD operations, including establishment of force-wide tactics and cross-command engagement control authorities.
- (9) Development of the current and evolving enemy situation through joint intelligence preparation of the operational environment to guide the joint planning process (to include the concept of operation), execution, assessment, and the intelligence collection plan.

- (10) Nonorganic logistic support.
 - (11) FP responsibilities.
- b. Unless otherwise stated in the establishing directive, during planning, the supported and supporting commanders must identify the events and conditions for any shifts of the support relationship throughout the operation and forward them to the establishing authority for approval. The establishing authority will resolve any differences among the commanders.

3. Supported Commander

A supported commander may be designated for the entire operation; a particular phase or stage of the operation; a particular function; or a combination of phases, stages, events, and functions. Unless limited by the establishing directive, **the supported commander has the authority to exercise general direction of the supporting effort**. General direction includes the designation and prioritization of targets, threats, or objectives; timing and duration of the supporting action; and other instructions necessary for coordination and efficiency. The establishing authority ensures the supported and supporting commanders understand the degree of authority the supported commander is granted. Supported commanders should share their guidance, intent, and objectives with the supporting commander(s) to promote shared understanding and unity of effort.

a. If not specified, the establishing authority (i.e., the common superior commander) determines who has primary responsibility for the essential tasks during the mission analysis in the planning process.

b. **In an operation of relatively short duration, normally the establishing authority chooses one supported commander for the entire operation.**

4. Supporting Commander

Supporting commanders determine the forces, tactics, methods, procedures, and communications that will maximize the effectiveness of support provided. They also advise and coordinate with the supported commander on limiting factors of employment (e.g., logistics) and integration and planning for such support. Armed with a shared understanding of the supported commander's intent, the supporting commander should be better prepared to support the mission and assume a portion of the responsibility for its success. The supporting commander determines the needs of the supported force and fulfills them within existing capabilities, consistent with priorities and requirements of other assigned tasks. When the supporting commander cannot fulfill the needs of the supported commander, the supported or supporting commanders must notify the establishing authority. The establishing authority determines a solution.

APPENDIX B POINTS OF CONTACT

Joint Staff/J-7/Joint Education and Doctrine

Deputy Director, Joint Education and Doctrine: 703-692-7261 (DSN 222)

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Appendix B

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APPENDIX C REFERENCES

The development of JP 1, Volume 2, is based upon the following primary references.

1. United States Laws

- a. Titles 10, USC.
- b. Title 14, USC.
- c. Title 18, USC.
- d. Title 32, USC.
- e. Title 50, USC.

2. Strategic Guidance and Policy

- a. Presidential Policy Directive-1, *Organization of the National Security Council System*.
- b. Homeland Security Presidential Directive-1, *Organization and Operations of the Homeland Security Council*.
- c. *2017 National Security Strategy of the United States of America*.
- d. (U) *2018 National Defense Strategy of the United States of America: Sharpening the American Military's Competitive Edge*.
- e. (U) *National Military Strategy of the United States of America, 2018*.
- f. *National Strategy for Homeland Security*.
- g. *National Strategy for Counterterrorism of the United States of America*.
- h. *Department of Defense Strategy for Countering Weapons of Mass Destruction*.
- i. *Unified Command Plan*.
- j. *National Response Framework*.
- k. *Strategy for Homeland Defense and Defense Support of Civil Authorities*.
- l. *The Department of Defense Cyber Strategy*.

- m. (U) *Global Force Management Allocation Plan.*
- n. *Forces for Unified Commands Memorandum.*
- o. (U) *2018-2020 Contingency Planning Guidance (CPG).*
- p. (U) *Fiscal Year (FY) 2021-FY 2025 Defense Planning Guidance.*

3. Department of Defense Publications

- a. DODD 1200.17, *Managing the Reserve Components as an Operational Force.*
- b. DODD 3000.03E, *DOD Executive Agent for Non-Lethal Weapons (NLW), and NLW Policy.*
- c. DODD 3000.06, *Combat Support Agencies (CSAs).*
- d. DODD 3002.01, *Personnel Recovery in the Department of Defense.*
- e. DODD 3020.26, *DOD Continuity Policy.*
- f. DODD 3020.40, *Mission Assurance (MA).*
- g. DODD 3025.18, *Defense Support of Civil Authorities (DSCA).*
- h. DODD 5100.01, *Functions of the Department of Defense and its Major Components.*
- i. DODD 5100.03, *Support of the Headquarters of Combatant and Subordinate Unified Commands.*
- j. DODD 5100.20, *National Security Agency/Central Security Service (NSA/CSS).*
- k. DODD 5101.1, *DOD Executive Agent.*
- l. DODD 5105.19, *Defense Information Systems Agency (DISA).*
- m. DODD 5105.21, *Defense Intelligence Agency (DIA).*
- n. DODD 5105.22, *Defense Logistics Agency (DLA).*
- o. DODD 5105.77, *National Guard Bureau (NGB).*
- p. DODD 5106.04, *Defense Inspectors General.*
- q. DODI 1205.18, *Full-Time Support (FTS) to the Reserve Components.*

- r. DODI 1215.06, *Uniform Reserve, Training, and Retirement Categories for the Reserve Components.*
- s. DODI 2000.12, *DOD Antiterrorism (AT) Program.*
- t. DODI 3000.05, *Stability Operations.*
- u. DODI 3025.21, *Defense Support of Civilian Law Enforcement Agencies.*
- v. DODI 3200.19, *Non-Lethal Weapons (NLW) Human Effects Characterization.*
- w. DODI 4000.19, *Support Agreements.*
- x. DODI 8910.01, *Information Collection and Reporting.*
- y. DOD Manual 1348.33, *Manual of Military Decorations and Awards.*

4. Chairman of the Joint Chiefs of Staff Publications

- a. CJCSI 3050.01, *Implementing Global Integration.*
- b. CJCSI 3100.01D, *Joint Strategic Planning System.*
- c. CJCSI 3110.01K, (U) 2018 *Joint Strategic Campaign Plan (JSCP).*
- d. CJCSI 3150.25G, *Joint Lessons Learned Program.*
- e. CJCSI 3500.02B, *Universal Joint Task List Program.*
- f. CJCSI 5120.02D, *Joint Doctrine Development System.*
- g. CJCSI 5715.01C, *Joint Staff Participation in Interagency Affairs.*
- h. CJCSM 3122.01A, *Joint Operation Planning and Execution System (JOPES), Volume I (Planning Policies and Procedures).*
 - i. CJCSM 3122.02D, *Joint Operation Planning and Execution System (JOPES), Volume III (Time-Phased Force and Deployment Data Development and Deployment Execution).*
 - j. CJCSM 3130.03A, *Planning and Execution Formats and Guidance.*
 - k. CJCSM 3130.06B, *Global Force Management Allocation Policies and Procedures.*
- l. CJCSM 3150.25B, *Joint Lessons Learned Program.*

Appendix C

- m. CJCSM 3139.01, *(U) Review and Approval Process for Cyberspace Operations.*
- n. CJCSM 3500.03C, *Joint Training Manual for the Armed Forces of the United States.*
- o. CJCSM 5120.01A, *Joint Doctrine Development Process.*
- p. CJCSM 5760.01A, *Records Management Policy for the Joint Staff and Combatant Commands.*
- q. JP 1-0, *Joint Personnel Support.*
- r. JP 2-0, *Joint Intelligence.*
- s. JP 2-01, *Joint and National Intelligence Support to Military Operations.*
- t. JP 3-0, *Joint Operations.*
- u. JP 3-05, *Special Operations.*
- v. JP 3-08, *Interorganizational Cooperation.*
- w. JP 3-12, *Cyberspace Operations.*
- x. JP 3-13.2, *Military Information Support Operations.*
- y. JP 3-14, *Space Operations.*
- z. JP 3-16, *Multinational Operations.*
- aa. JP 3-26, *Combating Terrorism.*
- bb. JP 3-27, *Homeland Defense.*
- cc. JP 3-28, *Defense Support of Civil Authorities.*
- dd. JP 3-30, *Joint Air Operations.*
- ee. JP 3-31, *Joint Land Operations.*
- ff. JP 3-32, *Joint Maritime Operations.*
- gg. JP 3-33, *Joint Task Force Headquarters.*
- hh. JP 3-40, *Countering Weapons of Mass Destruction.*

- ii. JP 3-57, *Civil-Military Operations*.
- jj. JP 3-61, *Public Affairs*.
- kk. JP 3-84, *Legal Support*.
- ll. JP 4-0, *Joint Logistics*.
- mm. JP 5-0, *Joint Planning*.
- nn. JP 6-0, *Joint Communications System*.

Appendix C

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APPENDIX D ADMINISTRATIVE INSTRUCTIONS

1. User Comments

Users in the field are highly encouraged to submit comments on this publication using the Joint Doctrine Feedback Form located at: https://jdeis.js.mil/jdeis/jel/jp_feedback_form.pdf and e-mail it to: js.pentagon.j7.mbx.jedd-support@mail.mil. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

2. Authorship

a. The lead agent and Joint Staff doctrine sponsor for this publication is the Directorate for Joint Force Development (J-7).

b. The following staff, in conjunction with the joint doctrine development community, made a valuable contribution to the revision of this joint publication: lead agent and Joint Staff doctrine sponsor, Colonel Jerome Lynes, USMC (Ret), Joint Staff J-7, Deputy Director Joint Education and Doctrine; Colonel Kolin Bernardoni, LTC Markus Lewis, LTC Alan Blackburn, and LTC Josh Darling, Joint Staff J-7, Joint Doctrine Division; and Lt Col John Stratton and Mr. Craig Corey, Joint Staff J-7, Joint Doctrine Analysis Division.

3. Supersession

This publication (along with companion Volume 1) will supersede JP 1, *Doctrine for the Armed Forces of the United States*, 25 March 2013, Incorporating Change 1, 12 July 2019.

4. Change Recommendations

a. To provide recommendations for urgent and/or routine changes to this publication, please complete the Joint Doctrine Feedback Form located at: https://jdeis.js.mil/jdeis/jel/jp_feedback_form.pdf and e-mail it to: js.pentagon.j7.mbx.jedd-support@mail.mil.

b. When a Joint Staff directorate submits a proposal to the CJCS that would change source document information reflected in this publication, that directorate will include a proposed change to this publication as an enclosure to its proposal. The Services and other organizations are requested to notify the Joint Staff J-7 when changes to source documents reflected in this publication are initiated.

5. Lessons Learned

The Joint Lessons Learned Program (JLLP) primary objective is to enhance joint force readiness and effectiveness by contributing to improvements in doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy. The Joint

Lessons Learned Information System (JLLIS) is the DOD system of record for lessons learned and facilitates the collection, tracking, management, sharing, collaborative resolution, and dissemination of lessons learned to improve the development and readiness of the joint force. The JLLP integrates with joint doctrine through the joint doctrine development process by providing lessons and lessons learned derived from operations, events, and exercises. As these inputs are incorporated into joint doctrine, they become institutionalized for future use, a major goal of the JLLP. Lessons and lessons learned are routinely sought and incorporated into draft JPs throughout formal staffing of the development process. The JLLIS Website can be found at <https://www.jllis.mil> (NIPRNET) or <http://www.jllis.smil.mil> (SIPRNET).

6. Distribution of Publications

Local reproduction is authorized, and access to unclassified publications is unrestricted. However, access to and reproduction authorization for classified JPs must be IAW DOD Manual 5200.01, Volume 1, *DOD Information Security Program: Overview, Classification, and Declassification*, and DOD Manual 5200.01, Volume 3, *DOD Information Security Program: Protection of Classified Information*.

7. Distribution of Electronic Publications

a. Joint Staff J-7 will not print copies of JPs for distribution. Electronic versions are available on JDEIS Joint Electronic Library Plus (JEL+) at <https://jdeis.js.mil/jdeis/index.jsp> (NIPRNET) and <https://jdeis.js.smil.mil/jdeis/generic.jsp> (SIPRNET), and on the JEL at <http://www.jcs.mil/doctrine> (NIPRNET).

b. Only approved JPs are releasable outside the combatant commands, Services, and Joint Staff. Defense attachés may request classified JPs by sending written requests to Defense Intelligence Agency (DIA)/IE-3, 200 MacDill Blvd., Joint Base Anacostia-Bolling, Washington, DC 20340-5100.

c. JEL CD-ROM. Upon request of a joint doctrine development community member, the Joint Staff J-7 will produce and deliver one CD-ROM with current JPs. This JEL CD-ROM will be updated not less than semiannually and when received can be locally reproduced for use within the combatant commands, Services, and combat support agencies.

GLOSSARY

PART I—ABBREVIATIONS, ACRONYMS, AND INITIALISMS

AC	Active Component
ADCON	administrative control
AMD	air and missile defense
AOR	area of responsibility
C2	command and control
CCDR	combatant commander
CCMD	combatant command
CCP	combatant command campaign plan
CDRUSCYBERCOM	Commander, United States Cyber Command
CDRUSNORTHCOM	Commander, United States Northern Command
CDRUSSOCOM	Commander, United States Special Operations Command
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CJCSM	Chairman of the Joint Chiefs of Staff manual
CMOC	civil-military operations center
CNGB	Chief, National Guard Bureau
CO	cyberspace operations
COA	course of action
COCOM	combatant command (command authority)
COM	chief of mission
CONOPS	concept of operations
COS	chief of staff
CSA	combat support agency
CSEL	command senior enlisted leader
CTN	countering threat networks
DACO	directive authority for cyberspace operations
DAFL	directive authority for logistics
DC	Deputies Committee
DHS	Department of Homeland Security
DIA	Defense Intelligence Agency
DIRLAUTH	direct liaison authorized
DLA	Defense Logistics Agency
DOD	Department of Defense
DODD	Department of Defense directive
DODI	Department of Defense instruction
DODIN	Department of Defense information network
DON	Department of the Navy
DOS	Department of State
DSC	dual-status commander
DSCA	defense support of civil authorities
DTRA	Defense Threat Reduction Agency

Glossary

EA	executive agent
EMS	electromagnetic spectrum
FP	force protection
GCP	global campaign plan
GFM	global force management
GFMIG	Global Force Management Implementation Guidance
HD	homeland defense
HN	host nation
HS	homeland security
HSC	Homeland Security Council
ICP	integrated contingency plan
IPC	interagency policy committee
JCS	Joint Chiefs of Staff
JFACC	joint force air component commander
JFC	joint force commander
JIACG	joint interagency coordination group
JP	joint publication
JS	Joint Staff
JTF	joint task force
MAGTF	Marine air-ground task force (USMC)
MILDEP	Military Department
MNF	multinational force
MOA	memorandum of agreement
MWR	morale, welfare, and recreation
NATO	North Atlantic Treaty Organization
NG	National Guard
NGB	National Guard Bureau
NGO	nongovernmental organization
NMCS	National Military Command System
NSC	National Security Council
OPCON	operational control
OSD	Office of the Secretary of Defense
PA	public affairs
PC	Principals Committee
PCA	Posse Comitatus Act
PN	partner nation
RC	Reserve Component

SA	situational awareness
SecDef	Secretary of Defense
SOF	special operations forces
TACAIR	tactical air
TACON	tactical control
TF	task force
TRO	training and readiness oversight
TTP	tactics, techniques, and procedures
UCP	Unified Command Plan
UN	United Nations
USA	United States Army
USAF	United States Air Force
USC	United States Code
USCG	United States Coast Guard
USCYBERCOM	United States Cyber Command
USG	United States Government
USINDOPACOM	United States Indo-Pacific Command
USMC	United States Marine Corps
USN	United States Navy
USNORTHCOM	United States Northern Command
USSF	United States Space Force
USSOCOM	United States Special Operations Command
USSPACECOM	United States Space Command
VCJCS	Vice Chairman of the Joint Chiefs of Staff
WMD	weapons of mass destruction

PART II—TERMS AND DEFINITIONS

accountability. The obligation imposed by law or lawful order or regulation on an officer or other person for accomplishing an assigned mission or task or for keeping accurate record of property, documents, or funds. (Approved for incorporation into the DOD Dictionary.)

administrative control. Direction or exercise of authority over subordinate or other organizations in respect to administration and support. Also called **ADCON**. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

chain of command. The succession of commanding officers from a superior to a subordinate through which command is exercised. (Approved for incorporation into the DOD Dictionary.)

combatant command. A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Also called **CCMD**. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

combatant command (command authority). Nontransferable command authority, which cannot be delegated, of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces; assigning tasks; designating objectives; and giving authoritative direction over all aspects of military operations, joint training, and logistics necessary to accomplish the missions assigned to the command. Also called **COCOM**. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

command. 1. The authority that a commander in the armed forces lawfully exercises over subordinates by virtue of rank or assignment. 2. An order given by a commander. 3. A unit or units, an organization, or an area under the authority of one individual. (Approved for incorporation into the DOD Dictionary.)

command and control. The exercise of authority and direction by a properly designated commander over assigned and attached forces in the accomplishment of the mission. Also called **C2**. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

command relationships. The interrelated responsibilities between commanders, as well as the operational authority exercised by commanders in the chain of command. (Approved for incorporation into the DOD Dictionary.)

continental United States. United States territory, including the adjacent territorial waters, located within North America between Canada and Mexico. Also called

CONUS. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

control. 1. Authority that may be less than full command exercised by a commander over part of the activities of subordinate or other organizations. (JP 1, Vol 2) 2. In mapping, charting, and photogrammetry, a collective term for a system of marks or objects on the Earth or on a map or a photograph, whose positions or elevations (or both) have been or will be determined. (JP 2-03) 3. Physical or psychological pressures exerted with the intent to assure that an agent or group will respond as directed. (JP 3-0) 4. In intelligence usage, an indicator governing the distribution and use of documents, information, or material. (JP 2-01) (Definition #1 approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

coordinating authority. A commander or individual who has the authority to require consultation between the specific functions or activities involving forces of two or more Services, joint force components, or forces of the same Service or agencies but does not have the authority to compel agreement. (Approved for incorporation into the DOD Dictionary.)

delegation of authority. The action by which a commander assigns part of his or her authority, commensurate with the assigned task, to a subordinate commander. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

Department of Defense components. The Office of the Secretary of Defense, the Military Departments, the Chairman of the Joint Chiefs of Staff and the Joint Staff, the combatant commands, the Office of the Inspector General of the Department of Defense, the Department of Defense agencies, Department of Defense field activities, and all other organizational entities in the Department of Defense. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

directive authority for logistics. Combatant commander authority to issue directives to subordinate commanders to ensure the effective execution of approved operation plans, optimize the use or reallocation of available resources, and prevent or eliminate redundant facilities and/or overlapping functions among the Service component commands. Also called **DAFL**. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

direct liaison authorized. That authority granted by a commander (any level) to a subordinate to directly consult or coordinate an action with a command or agency within or outside of the granting command. Also called **DIRLAUTH**. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

executive agent. A delegation of authority by the Secretary of Defense or Deputy Secretary of Defense to a subordinate to act on behalf of the Secretary of Defense. Also called **EA**. (Approved for incorporation into the DOD Dictionary.)

functional component command. A command normally, but not necessarily, composed of forces of two or more Military Departments which may be established to perform particular operational missions that may be of short duration or may extend over a period of time. (Approved for incorporation into the DOD Dictionary.)

inactive duty training. Authorized training performed by a member of a Reserve Component not on active duty or active duty for training and consisting of regularly scheduled unit training assemblies, additional training assemblies, periods of appropriate duty or equivalent training, and any special additional duties authorized for Reserve Component personnel by the Secretary concerned, and performed by them in connection with the prescribed activities of the organization in which they are assigned with or without pay. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

in support of. Assisting or protecting another formation, unit, or organization while remaining under original control. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

joint staff. 1. The staff of a commander of a unified or specified command, subordinate unified command, joint task force, or subordinate functional component (when a functional component command will employ forces from more than one Military Department), that includes members from the several Services comprising the force. 2. (capitalized as Joint Staff) The staff under the Chairman of the Joint Chiefs of Staff that assists the Chairman and the other members of the Joint Chiefs of Staff in carrying out their responsibilities. Also called **JS**. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

multinational force. A force composed of military elements of nations who have formed an alliance or coalition for a specific purpose. Also called **MNF**. (Approved for incorporation into the DOD Dictionary.)

national security interests. The foundation for the development of valid strategic objectives that define United States goals or purposes. (Approved for incorporation into the DOD Dictionary.)

national support element. Any national organization or activity that supports national forces that are a part of a multinational force. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

operational control. The authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. Also called **OPCON**. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

organic. Assigned to and forming an essential part of a military organization as listed in its table of organization for the Army, Air Force, and Marine Corps and are assigned to the operating forces for the Navy. (Approved for incorporation into the DOD Dictionary.)

readiness. The ability of military forces to fight and meet the demands of assigned missions. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

Service component command. A command consisting of the Service component commander and all those Service forces, such as individuals, units, detachments, organizations, and installations under that command, including the support forces that have been assigned to a combatant command or further assigned to a subordinate unified command or joint task force. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

specified combatant command. A command, normally composed of forces from a single Military Department, that has a broad, continuing mission, normally functional, and is established and so designated by the President through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

subordinate command. A lower-echelon command consisting of a commander and all those individuals, units, detachments, organizations, or installations that have been placed under the command by the establishing authority. (Approved for incorporation into the DOD Dictionary.)

subordinate unified command. A command established by commanders of unified commands, when so authorized by the Secretary of Defense through the Chairman of the Joint Chiefs of Staff, to conduct operations on a continuing basis in accordance with the criteria set forth for unified commands. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

support. 1. The action of a force that aids, protects, complements, or sustains another force in accordance with a directive requiring such action. 2. A unit that helps another unit in battle. 3. An element of a command that assists, protects, or supplies other forces in combat. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

tactical control. The authority over forces that is limited to the detailed direction and control of movements or maneuvers within the operational area necessary to accomplish missions or tasks assigned. Also called **TACON**. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

training and readiness oversight. The authority that combatant commanders may exercise over assigned Reserve Component forces when not on active duty or when

on active duty for training. Also called **TRO**. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

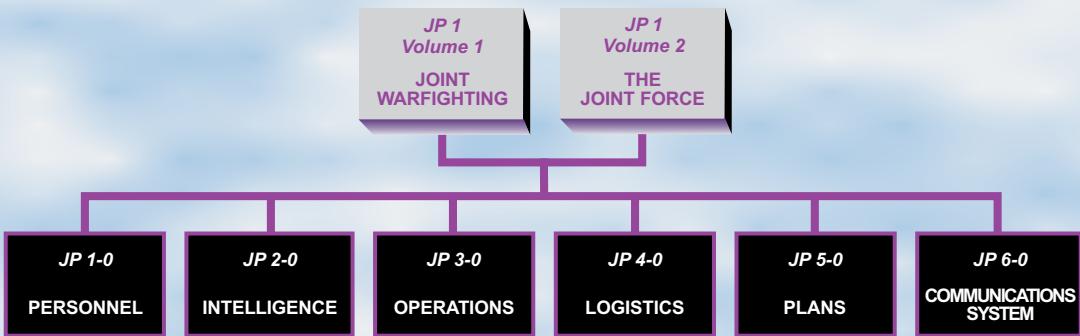
transient forces. Forces that pass or stage through, or base temporarily within, the operational area of another command but are not under its operational control. (Approved for incorporation into the DOD Dictionary with JP 1, Volume 2, as the source JP.)

unified command. A command with a broad continuing mission under a single commander, composed of significant assigned components of two or more Military Departments that is established and so designated by the President, through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. (Approved for incorporation into the DOD Dictionary.)

Unified Command Plan. The document, approved by the President, that sets forth basic guidance to all combatant commanders; establishes their missions, responsibilities, and force structure; delineates geographical areas of responsibility; and specifies functional responsibilities for designated combatant commanders. Also called **UCP**. (Approved for incorporation into the DOD Dictionary.)

unity of effort. Coordination and cooperation toward common objectives, even if the participants are not necessarily part of the same command or organization that is the product of successful unified action. (Approved for incorporation into the DOD Dictionary.)

JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint publications are organized into a comprehensive hierarchy as shown in the chart above. **Joint Publication (JP) 1, Volumes 1 and 2 is the capstone joint doctrine publication.** The diagram below illustrates an overview of the development process:

