

Joint Pub 0-2



# Unified Action Armed Forces (UNAAF)



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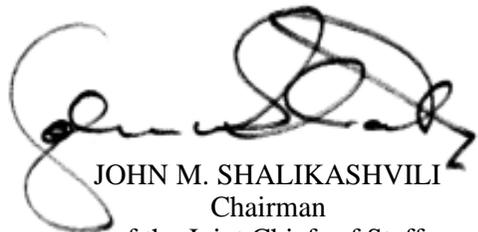


If we are to continue the essential transition to improve jointness, everyone must be involved. Our capstone publications, Joint Warfare and Unified Action Armed Forces (UNAAF), provide the foundation for all our joint publications.

UNAAF provides the doctrine and policy governing the unified direction of forces and discusses the functions of the Department of Defense and its major components. It serves as the policy document for all command relationships and other authorities directed by law and clarifies these relationships. This

publication also specifies fundamental principles and concepts for joint operations, and provides the policy for structuring our forces for joint warfare.

With the joint doctrine foundation now set, we must continue to implement and practice this doctrine to enhance joint warfighting throughout the Armed Forces of the United States.



JOHN M. SHALIKASHVILI  
Chairman  
of the Joint Chiefs of Staff

# PREFACE

## UNIFIED ACTION ARMED FORCES (UNAAF)

### 1. Scope

The principles set forth in this publication will be applied to accomplish congressional intent expressed in the National Security Act of 1947, as amended, in the Department of Defense Reorganization Act of 1958, and in the Goldwater-Nichols Department of Defense Reorganization Act of 1986. This publication provides basic doctrine for unified action and, together with Joint Pub 1, “Joint Warfare of the Armed Forces of the United States,” serves as the capstone for all US joint doctrine.

### 2. Purpose

This publication sets forth doctrine, principles, and policy to govern the joint activities and performance of the Armed Forces of the United States. It designates the authorized command relationships and authority military commanders can use; provides doctrine, principles, and policy for the exercise of that authority; provides doctrine, principles, and policy for organizing joint forces; and prescribes policy for selected joint activities.

### 3. Application

a. Doctrine, principles, and policy established in this publication are applicable to combatant commands and their immediate subordinate commands, and to the Service forces of these commands. These policies, principles, and guidance also may apply when significant forces of one Service are attached to forces of another Service, or when significant forces of one Service support forces of another Service, under criteria set forth in this publication.

b. The guidance in this publication is authoritative; as such, this doctrine will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publications, this publication will take precedence for the activities of joint forces unless the Chairman of the Joint Chiefs of Staff, normally in coordination with the other members of the Joint Chiefs of Staff, has provided more current and specific guidance. Service doctrine must be consistent with approved joint doctrine. Commanders of forces operating as part of a multinational (alliance or coalition) military command should follow multinational doctrine and procedures ratified by the United States. For doctrine and procedures not ratified by the United States, commanders should follow the multinational command’s doctrine and procedures, as they deem appropriate.

### 4. Guide to Terminology

The terms “unified command,” “specified command,” and “combatant command” refer to commands established by the President as combatant commands under title 10, United States Code, section 161. The acronym “CINC,” which means commander in chief, refers to the commander of a combatant command. The term “joint force commander” is used in a generic sense to refer to the commander of a combatant command, subordinate unified command, or a joint task force. Addition of the word “geographic” to CINC or combatant commander describes a combatant commander of a unified command that includes a general

geographic area of responsibility. Similarly, combatant commander of a unified command with functional responsibilities. adding the word “functional” to CINC or combatant commander describes a

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# EXECUTIVE SUMMARY

## COMMANDER'S OVERVIEW

- **Provides Doctrine and Policy Governing Unified Direction of Forces**
  - **Discusses the Chain of Command and Relationships between Combatant Commands and the Military Departments**
  - **Covers Command Relationships and Other Authorities**
  - **Provides Doctrine and Policy for Establishing Joint Commands**
- 

### Unity of Effort

**Unity of effort** requires coordination among government departments and agencies within the executive branch, between the executive and legislative branches, nongovernmental organizations, and among nations in any alliance or coalition.

*The President is responsible for national strategic unity of effort.*

**The President of the United States**, advised by the National Security Council, is responsible to the American people for national strategic unity of effort.

*The Secretary of Defense is responsible for national military unity of effort.*

**The Secretary of Defense** is responsible to the President for national military unity of effort for creating, supporting, and employing military capabilities.

*The Chairman transmits missions to combatant commanders.*

**The Chairman of the Joint Chiefs of Staff (CJCS)** functions under the authority, direction, and control of the National Command Authorities (NCA) and transmits communications between the NCA and combatant commanders and oversees activities of combatant commanders as directed by the Secretary of Defense.

*Combatant commanders accomplish the mission.*

**Commanders of combatant commands** exercise combatant command (command authority) over assigned forces and are directly responsible to the NCA for the performance of assigned missions and

the preparedness of their commands to perform assigned missions.

In a foreign country, the **US Ambassador** is responsible to the President for directing, coordinating, and supervising all US Government elements in the host nation except those under the command of a combatant commander.

### Unified Action

*Unified action describes the broad scope of actions taking place within a unified command, subordinate unified command, or joint task force.*

The term “unified action” is a broad generic term referring to the **broad scope of activities taking place within unified commands, subordinate unified commands, or joint task forces under the overall direction of the commanders of those commands**. Within this general category of operations, subordinate commanders of forces conduct either single-Service or joint operations to support the overall operation. Unified action integrates joint, single-Service, special, and supporting operations, in conjunction with interagency, nongovernmental, private voluntary organizations, multinational, or United Nations operations, into a unity of effort in the theater or joint operations area. Unified action within the military instrument of national power supports the national strategic unity of effort through close coordination with the other instruments of national power.

*Unified action starts with unified direction.*

Unified direction is normally accomplished by establishing a joint force, assigning a mission or objective to the joint force commander, establishing command relationships, assigning or attaching appropriate forces to the joint force, and empowering the joint force commander with sufficient authority over the forces to accomplish the assigned mission.

### Objectives

*Objectives provide focus for military action.*

Objectives are essential to achieve unity of effort. In the abstract sense, the objective is **the effect desired**. In the concrete sense, the objective may be a **physical object** of the action taken, e.g., a definite tactical feature or asset, the seizure, damage, destruction, or holding of an objective that is essential to the commander’s plan. This is more accurately termed the “physical objective.” The physical objective must not be confused with the aim, or military end state, although occasionally they may overlap.

## Roles, Missions, and Functions

*Roles, missions, and functions provide direction and establish responsibility.*

**Roles** are the broad and enduring purposes for which the Services and the United States Special Operations Command (USSOCOM) were established by Congress in law. **Missions** are the tasks assigned by the President or Secretary of Defense to the combatant commanders. **Functions** are specific responsibilities assigned by the President and Secretary of Defense to enable the Services and USSOCOM to fulfill their legally established roles.

### Chain of Command

*The chain of command runs from the National Command Authorities (NCA) to the combatant commanders for missions and forces assigned to their commands and from the NCA to the Secretaries of the Military Departments for forces not assigned to a combatant commander.*

The NCA exercise authority and control of the Armed Forces through **a single chain of command with two distinct branches**. The first runs from the President, through the Secretary of Defense, directly to the commanders of combatant commands for missions and forces assigned to their commands. The second branch, used for purposes other than operational direction of forces assigned to combatant commands, runs from the President, through the Secretary of Defense, to the Secretaries of the Military Departments. The Military Departments, organized separately, each operate under the authority, direction, and control of the Secretary of Defense. The Secretaries of the Military Departments exercise authority, direction, and control through the individual Chiefs of the Services of their forces not specifically assigned to combatant commanders.

## Relationship Between Combatant Commands and Military Departments

*All components of the Department of Defense are charged to coordinate on matters of common or overlapping responsibility.*

**Continuous Coordination.** The Joint Staff and Service headquarters play a critical role to ensure that combatant commanders' concerns and comments are effectively included/advocated during the coordination among all components of DOD.

**Interoperability.** Unified action demands maximum interoperability. The forces, units, and systems of all Services must operate together effectively. This effectiveness is achieved in part through interoperability, which includes collective effort to develop and use **joint doctrine and joint tactics, techniques, and procedures**; the development and use of **joint plans**; the conduct of **joint training**; and a **materiel development and fielding process** that provides materiel that is fully compatible with and complementary to systems of all Services.

## Multinational Relationships

*Armed Forces of the United States must be prepared for multinational operations.*

The strategic goal of collective security and the resultant alliances and coalitions into which the United States has entered require that **its Armed Forces be prepared for multinational military operations**. There is no singular doctrine for multinational warfare; each alliance develops its own protocols and contingency plans. Coalition operations, based on temporary agreements or arrangements, are even less structured than those of an alliance. Much of the information and guidance provided for joint operations is applicable to multinational operations; however, differences in allied doctrine, organization, weapons and equipment, terminology, culture, religion, and language must be taken into account.

## Command Relationships (See diagram next page)

*Command is central to all military action, and unity of command is central to unity of effort.*

**Command.** Although commanders may delegate authority to accomplish missions, they may not absolve themselves of the responsibility for the attainment of these missions.

**Command and Staff.** Joint force commanders are provided staffs to assist them in the decisionmaking and execution process. **The staff is an extension of the commander**; its sole function is command support, and its only authority is that which is delegated to it by the commander.

*A force assigned or attached to a combatant command may be transferred from that command only as directed by the Secretary of Defense.*

**Levels of Authority.** The authority vested in a commander must be commensurate with the responsibility assigned. **All Service forces** (except as noted in title 10, US Code, section 162) **are assigned to combatant commands** by the Secretary of Defense “Forces for Unified Commands” memorandum. A force assigned or attached to a combatant command may be transferred from that command only as directed by the Secretary of Defense and under procedures prescribed by the Secretary of Defense and approved by the President. Establishing authorities for subordinate unified commands and joint task forces may direct the assignment or attachment of their forces to those subordinate commands as appropriate. When forces are transferred, the command relationship the gaining commander will exercise over those forces must be specified.

## Planning for Joint Air Operations

*Forces, not command relationships, are transferred between commands.*

When the transfer of forces to a joint force will be **permanent** (or for an unknown but long period of time) **forces should be reassigned.**

When transfer of forces to a joint force will be **temporary**, the forces will be **attached** to the gaining command and joint force commanders (JFCs) will exercise operational control or tactical control, as appropriate, over the attached forces.

### Combatant Command (Command Authority) (COCOM)

*COCOM is vested only in commanders of combatant commands or as directed by the President and is nontransferable.*

**COCOM** is the command authority over assigned forces vested only in the commanders of combatant commands by title 10, US Code, section 164, or as directed by the President in the Unified Command Plan (UCP), and cannot be delegated or transferred. COCOM is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks,

## COMMAND RELATIONSHIPS

### Combatant Command (Command Authority) (COCOM) *(Unique to Combatant Commander)*

- Budget/PPBS input
- Assignment of subordinate commanders
- Relations with DOD agencies
- Convene courts-martial
- Directive authority for logistics
- Authoritative direction for all military operations and joint training
- Organize and employ commands and forces
- Assign command functions to subordinates
- Establish plans/requirements for intelligence activity
- Suspend from duty subordinate commanders

When  
**OPCON**  
is delegated

When  
**TACON**  
is delegated

- Local direction and control of movements or maneuvers to accomplish mission

When  
**SUPPORT**  
relationship  
is delegated

- Aid, assist, protect, or sustain another organization

designating objectives, and giving authoritative direction over all aspects of military operations, joint training (or in the case of USSOCOM, training of assigned forces), and logistics necessary to accomplish the missions assigned to the command.

### Operational Control (OPCON)

*OPCON is command authority that may be exercised by commanders at any echelon at or below the level of combatant command and is transferable.*

**OPCON is inherent in COCOM** and 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 includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command.

### Tactical Control (TACON)

*TACON is the detailed and usually local direction and control of movements or maneuvers necessary to accomplish assigned missions or tasks.*

**TACON** is the command authority over assigned or attached forces or commands or military capability made available for tasking that is limited to the detailed and usually local direction and control of movements or maneuvers necessary to accomplish assigned missions or tasks. TACON may be delegated to and exercised by commanders at any echelon at or below the level of combatant command. TACON is inherent in OPCON.

### Support

*The four categories of support are:*

*General  
Mutual  
Direct  
Close*

**Support is a command authority.** A support relationship is established by a superior commander between subordinate commanders when one organization should aid, protect, complement, or sustain another force. Support may be exercised by commanders at any echelon at or below the level of combatant command. Several categories of support have been defined for use within a combatant command as appropriate to better characterize the support that should be given.

## Other Authorities

### Administrative Control (ADCON)

*ADCON is authority over subordinate or other organizations in respect to administration and support.*

**ADCON** is the direction or exercise of authority over subordinate or other organizations in respect to administration and support including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, and discipline and other matters not included in the operational missions of the subordinate or other organizations. This is the authority necessary to fulfill Military Department statutory responsibilities for administration and support.

### Coordinating Authority

*Coordinating authority is used for coordinating special functions and activities.*

**Coordinating authority** is the authority delegated to a commander or individual for coordinating specific functions and activities involving forces of two or more Military Departments, or two or more forces of the same Service. The commander or individual has the authority to require consultation between the agencies involved but does not have the authority to compel agreement.

### Direct Liaison Authorized (DIRLAUTH)

*DIRLAUTH is the authority to directly consult or coordinate an action.*

**DIRLAUTH** is 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.

## Principles and Policy for Establishing Joint Commands

*Joint forces are established at three levels: unified commands, subordinate unified commands, and joint task forces.*

In accordance with the UCP, combatant commands are established by the President through the Secretary of Defense, with the advice and assistance of the CJCS. Commanders of unified commands may establish subordinate unified commands when so authorized by the Secretary of Defense, through the CJCS. Joint task forces can be established by the Secretary of Defense, a combatant commander, a subordinate unified commander, or an existing joint task force commander.

## Basis for Establishing Joint Forces

Joint forces can be established on either a geographic or functional basis.

*The joint force commander (JFC) is assigned a geographic area by the establishing authority.*

**Geographic Area.** Establishing a joint force on a geographic area basis is the most commonly used method to assign responsibility for continuing operations. A JFC assigned a geographic area is considered an area commander. **Only commanders of combatant commands are assigned areas of responsibility. Subordinate joint force commanders are normally assigned joint operations areas.**

*The JFC is assigned a functional area for certain types of continuing operations.*

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

## Organizing Joint Forces

*The JFC organizes forces to accomplish the mission.*

JFCs have the **authority to organize forces to best accomplish the assigned mission** based on their concept of operations. 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 composition of the JFC's staff will **reflect the composition of the joint force** to ensure those responsible for employing joint forces have thorough knowledge of total force capabilities and limitations.

*All joint forces contain Service components because of administrative and logistic requirements.*

Administrative and logistic support for joint forces are provided through Service component commands. The JFC also may conduct operations through the Service component commanders or, at lower echelons, through Service force commanders.

*Functional components may be established by JFCs when forces of two or more Services must operate in the same dimension.*

Functional component commands can be appropriate when **forces from two or more Services must operate in the same dimension or medium or there is a need to accomplish a distinct aspect of the assigned mission.** Functional component commands do not constitute a joint force.

Most often, joint forces are organized with a combination of Service and functional component commands with operational responsibilities.

## Unified Command

*Unified and specified commands are established by the President through the Secretary of Defense.*

A **unified command** is a command with broad continuing missions under a single commander and composed of forces from two or more Military Departments and which is established by the President, through the Secretary of Defense, with the advice and assistance of the CJCS. The unified commander can **adapt a command structure** using any of the following **six options: 1) Subordinate Unified Command, 2) Joint Task Force, 3) Functional Component, 4) Service Component, 5) Single-Service Force (normally the combatant commander assigns operations requiring a single-Service force to a Service Component), 6) Specific operational forces that, because of mission assigned and the urgency of the situation, must remain immediately responsive to the combatant commander.** These options do not in any way limit the commanders' authority to organize their forces as they see fit.

The combatant commanders are responsible for the development and production of joint operation plans. During peacetime, they act to deter war and prepare for war by planning for the transition to war and military operations other than war. During war, they plan and conduct campaigns and major operations to accomplish assigned missions.

## Specified Command

A **specified command** is a command that has broad continuing missions and that is established by the President through the Secretary of Defense with the advice and assistance of the CJCS. It normally is composed of forces from a **single Military Department** but it may include units and staff representation from other Services.

## Subordinate Unified Command

*Subordinate unified commands are established by commanders of unified commands when so authorized by the Secretary of Defense.*

When authorized through the CJCS, commanders of unified commands may establish subordinate unified commands (also called subunified commands) to conduct operations on a continuing basis in accordance with the criteria set forth for unified commands. A subordinate unified command may be **established on an area or functional basis**.

## Joint Task Force

*A joint task force can be established by the Secretary of Defense, and/or by commanders of combatant commands, subordinate unified commands, or existing joint task forces.*

A joint task force (JTF) is a joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subordinate unified command commander, or an existing joint task force commander. **A JTF may be established on a geographical area or functional basis** when the mission has a specific limited objective and does not require overall centralized control of logistics.

## CONCLUSION

This publication links joint doctrine to national security strategy and national military strategy. It sets forth the concepts, relationships, and processes necessary for unified action for joint operations. It outlines the nature of joint operations and the comprehensive exercise of command authority in their conduct.

# CHAPTER I

## DOCTRINE, PRINCIPLES, AND POLICY GOVERNING UNIFIED DIRECTION OF FORCES

*“The teams and staffs through which the modern commander absorbs information and exercises his authority must be a beautifully interlocked, smooth-working mechanism. Ideally, the whole should be practically a single mind.”*

General Dwight D. Eisenhower

### 1. Constitutional Foundation

Pursuant to the constitutional requirement of the Federal Government to “provide for the common defense,” the **executive and legislative branches of the Federal Government share responsibility and authority for ensuring national security**. Based on the constitutional foundation of checks and balances and civilian control of the military, **Congress legislates an overall framework for**

**national security and allocates resources** to meet changing defense requirements as identified by the executive branch. Within the executive branch, **Federal agencies operate within this overall framework and the resources allocated** to provide for the Nation’s present and future security. Using available resources and statutory authorities, the **President exercises his constitutional authority as Commander in Chief** to direct the deployment and employment of the Nation’s Armed Forces.

#### Congressional Intent

In 1958, in amending the National Security Act of 1947, Congress described the basic policy embodied in the Act in the following manner:

“In enacting this legislation, it is the intent of Congress to provide a comprehensive program for the future security of the United States; to provide for the establishment of integrated policies and procedures for the departments, agencies, and functions of the Government relating to the national security; to provide a Department of Defense including the three Military Departments of the Army, the Navy (including naval aviation and the United States Marine Corps), and the Air Force under the direction, authority, and control of the Secretary of Defense; to provide that each military department shall be separately organized under its own Secretary and shall function under the direction, authority, and control of the Secretary of Defense; to provide for their unified direction under civilian control of the Secretary of Defense but not to merge these departments or services; to provide for the establishment of unified or specified combatant commands, and a clear and direct line of command to such commands; to eliminate unnecessary duplication in the Department of Defense, and particularly in the field of research and engineering by vesting its overall direction and control in the Secretary of Defense; to provide more effective, efficient, and economical administration in the Department of Defense; to provide for the unified strategic direction of the combatant forces; for their operation under unified command, and for their integration into an efficient team of land, naval, and air forces but not to establish a single

Chief of Staff over the armed forces nor an overall armed forces general staff.”

The Goldwater-Nichols Department of Defense Reorganization Act of 1986 makes the following statement of policy:

“In enacting this Act, it is the intent of Congress, consistent with the congressional declaration of policy in section 2 of the National Security Act of 1947 (50 U.S.C. 401)--

- (1) to reorganize the Department of Defense and strengthen civilian authority in the Department;
- (2) to improve the military advice provided to the President, the National Security Council, and the Secretary of Defense;
- (3) to place clear responsibility on the commanders of the unified and specified combatant commands for the accomplishment of missions assigned to those commands;
- (4) to ensure that the authority of the commanders of the unified and specified combatant commands is fully commensurate with the responsibility of those commanders for the accomplishment of missions assigned to their commands;
- (5) to increase attention to the formulation of strategy and to contingency planning;
- (6) to provide for more efficient use of defense resources;
- (7) to improve joint officer management policies; and
- (8) otherwise to enhance the effectiveness of military operations and improve the management and administration of the Department of Defense.”

## 2. National Security Strategy

a. **Context.** National security strategy is **the art and science of developing, applying, and coordinating the instruments of national power** (diplomatic, economic, military, informational) **to achieve objectives that contribute to national security.** It encompasses national defense, foreign relations, and economic relations and assistance; and aims, among other objectives, at providing a favorable foreign relations position,

and a defense posture capable of defeating hostile action.

b. **The Military Component of National Security Strategy.** As the national leadership generates national objectives and a national security strategy to pursue them, the leadership will also devise--or modify--the **military instrument of national power** as a component of national security strategy. This strategy takes the form of objectives for the development of **broad military**

capabilities, their worldwide posture, and their functional and geographic orientation. In the event of armed conflict, this strategy will take the form of military objectives for the establishment of military conditions essential to support national security objectives and terminate the conflict on terms favorable to US interests. These objectives need to be coordinated with associated diplomatic, economic, and informational objectives.

### 3. Unity of Effort

Unity of effort, as shown in Figure I-1, requires coordination among government departments and agencies within the executive branch, between the executive and legislative branches, nongovernmental organizations, and among nations in any alliance or coalition. National unified action is influenced by the Constitution, federal law, international law, and the



Figure I-1. Unity of Effort

national interest. **Responsibilities for strategic coordination** established in law and practice are as follows:

a. The **President of the United States**, advised by the National Security Council, is responsible to the American people for national strategic unity of effort.

b. The **Secretary of Defense** is responsible to the President for national military unity of effort for creating, supporting, and employing military capabilities. Unity of effort among the Military Services at the national level is obtained from the authority of the President and the Secretary of Defense, by the strategic planning of the Chairman of the Joint Chiefs of Staff, and by cross-Service efforts by the Military Departments. The Secretary of Defense exercises authority, direction, and control over the Services through the Secretaries of the Military Departments. The **Secretaries of the Military Departments** are responsible for administration and support of their forces assigned to combatant commanders.

c. The **National Command Authorities (NCA)**, consisting of the President and the Secretary of Defense, or their authorized alternates, exercise authority over the Armed Forces through the combatant commanders for those forces assigned to the combatant commands and through the Secretaries of the Military Departments and the Chiefs of the Services for those forces not assigned to the combatant commands.

d. The **Chairman of the Joint Chiefs of Staff** functions under the authority, direction, and control of the NCA and transmits communications between the NCA and combatant commanders and oversees activities of combatant commanders as directed by the Secretary of Defense.

e. **Commanders of combatant commands** exercise combatant command (command authority) over assigned forces and are directly responsible to the NCA for the performance of assigned missions and the preparedness of their commands to perform assigned missions.

f. In a foreign country, the **US Ambassador** is responsible to the President for directing, coordinating, and supervising all US Government elements in the host nation, except those under the command of a combatant commander. Geographic combatant commanders are responsible for coordinating with US ambassadors in their geographic area of responsibility as necessary across the range of military operations.

## 4. Unified Action

a. The term “unified action” is a broad generic term referring to the **wide scope of activities** (including the synchronization of the activities of governmental and nongovernmental agencies) taking place within **unified commands, subordinate unified commands, or joint task forces** under the overall direction of the commanders of those commands. Within this general category of operations, **subordinate commanders** of forces conduct either **single-Service** or **joint operations** to support the overall operation. It integrates joint, single-Service, special, and supporting operations; in conjunction with interagency, nongovernmental, private voluntary organizations, multinational, or United Nations (UN) operations, into a **unity of effort** in the theater or joint operations area. Unified action within the military element of national power **supports the national strategic unity of effort** through close coordination with the other instruments of national power as they apply within the theater environment and its unity of effort.

b. **Success often depends on these unified actions.** The Chairman of the Joint Chiefs of Staff and all combatant commanders are in pivotal positions to ensure unified actions are planned and conducted in accordance with the guidance and direction received from the NCA in coordination with other authorities (i.e., alliance or coalition leadership). Combatant commanders should ensure that their **unified action synchronizes joint operations and single-Service operations in time, space, and purpose with the actions of supporting combatant commands and other military forces** (multinational operations) **and non-military organizations** (DOD and other federal government agencies such as the Defense Logistics Agency (DLA), the Agency for International Development, nongovernmental organizations such as religious relief agencies, corporations, private and nongovernment volunteer organizations, international agencies such as the International Red Cross, and the United Nations).

c. **Unified action** of the Armed Forces of the United States **starts with unified direction.** For US military operations, unified direction is normally accomplished by establishing a joint force, assigning a mission or objective to the joint force commander, establishing command relationships, assigning or attaching appropriate forces to the joint force, and empowering the joint force commander with sufficient authority over the forces to accomplish the assigned mission.

- **Joint Force, Joint Force Commander, and Joint Operations.** Complete definitions for the terms described below are in the glossary. This discussion highlights the differences. “**Joint force**” is a general term applied to a force composed of significant elements, assigned or attached,

of two or more Military Departments, operating under a single joint force commander. “**Joint force commander**” is also a general term applied to a combatant commander, subunified combatant commander, or joint task force commander. “**Joint operations**” are military actions conducted by joint forces or Service forces in relationships (e.g., support, coordinating authority), which, of themselves, do not create joint forces.

- **Multinational Operations. An operation conducted by forces of two or more nations is termed a “multinational” operation.** An operation conducted by forces of two or more nations in a **formal arrangement** is termed an “**alliance**” operation. Military action in a **temporary or informal arrangement** for common interests is termed a “**coalition**” operation. Though the description of “multinational” will always apply to such forces and commanders, they can also be described as “allied,” “combined,” “alliance,” or “coalition,” as appropriate.

## 5. Objectives

**Objectives provide the focus for military action; they are essential for unity of effort.** In the abstract sense, the objective is the effect desired. In the concrete sense, the objective may be a physical object of the action taken, e.g., a definite tactical feature or asset, the seizure, damage, destruction, or holding of an objective that is essential to the commander’s plan. This is more accurately termed the “physical objective.” The physical objective must not be confused with the aim, or military end state, although occasionally they may overlap. Usually, **physical objectives are tangible or concrete achievements** that contribute to

the **attainment** of the overall desired effect--the **strategic end state**.

be employed by the combatant commander in the accomplishment of a mission.

## 6. Roles, Missions, and Functions

As illustrated in Figure I-2, the terms “roles, missions, and functions” are often used interchangeably, but the distinctions between them are important. “**Roles**” are the broad and enduring **purposes** for which the Services and the United States Special Operations Command (USSOCOM) were established by Congress in law. “**Missions**” are the **tasks** assigned by the President or Secretary of Defense to the combatant commanders. “**Functions**” are specific **responsibilities** assigned by the President and Secretary of Defense to enable the Services and USSOCOM to fulfill their legally established roles. Simply stated, the primary function of the Services and USSOCOM is to provide forces organized, trained, and equipped to perform a role--to

## 7. Chain of Command

*“For when the king is on the field nothing is done without him; he in person gives general orders to the polemarchs, which they convey to the commanders of divisions; these again to the commanders of fifties, the commanders of fifties to the commanders of enomoties, and these to the enomoty. In like manner any more precise instructions are passed down through the army, and quickly reach their destination. For almost the whole Lacadaemonian army are officers who have officers under them, and the responsibility of executing an order devolves upon many.”*

**Thucydides**  
**Peloponnesian Wars, 422 B. C**

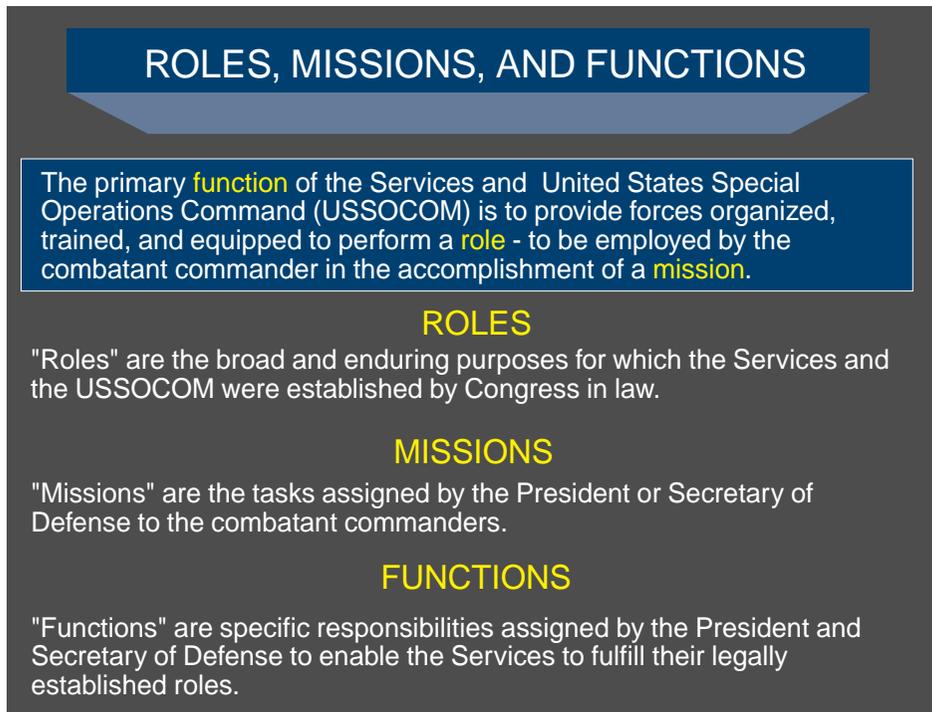


Figure I-2. Roles, Missions, and Functions

The NCA exercises authority and control of the Armed Forces through a single chain of command with two distinct branches. The first runs from the President, through the Secretary of Defense, to the commanders of combatant commands for missions and forces assigned to their commands. The second branch, used for purposes other than operational direction of forces assigned to the combatant commands, runs from the President through the Secretary of Defense to the Secretaries of the Military Departments. The Military Departments, organized separately, each operate under the authority, direction, and control of the Secretary of Defense. The Secretaries of the Military Departments exercise authority, direction, and control, through the individual Chiefs of the Services, of their forces not specifically assigned to combatant commanders.

a. **The commanders of combatant commands exercise combatant command (command authority) (COCOM) of assigned forces and are directly responsible to the NCA** for the performance of assigned missions and the preparedness of their commands. Combatant commanders prescribe the chain of command within their combatant commands and designate the appropriate command authority to be exercised by subordinate commanders.

b. **The Military Departments operate under the authority, direction, and control of the Secretary of Defense.** This branch of the chain of command embraces all military forces within the respective Service not specifically assigned to commanders of combatant commands. This branch of the chain of command is separate and distinct from the branch of the chain of command that exists within a combatant command.

## 8. The Combatant Commands

a. The **President**, through the Secretary of Defense, with the advice and assistance of the Chairman of the Joint Chiefs of Staff, **establishes combatant (unified or specified) commands** for the performance of military missions and prescribes the force structure of such commands.

b. The **Chairman of the Joint Chiefs of Staff assists the President and Secretary of Defense** in performing their **command functions**. The Chairman **transmits** to the commanders of the combatant commands the **orders** given by the NCA and, as directed by the Secretary of Defense, also **oversees the activities** of those commands. **Orders will be issued by the President or the Secretary of Defense** and are normally conveyed by the Chairman of the Joint Chiefs of Staff by authority and direction of the Secretary of Defense. Reports from combatant commanders will normally be submitted through the Chairman of the Joint Chiefs of Staff, who forwards them to the Secretary of Defense and acts as the spokesman for the commanders of the combatant commands.

c. **Commanders in the chain of command exercise authority** as prescribed by law or a superior commander, defined as one of the following command relationships, over the military capability made available to them: **combatant command (command authority), operational control, tactical control, or a support relationship**. Unless otherwise directed by the NCA, **combatant command (command authority) (COCOM) is reserved for the commanders of the combatant commands**. The majority of forces are apportioned to support the missions of

multiple joint commanders. While COCOM can only reside with one combatant commander, the responsibilities of the combatant commander to carry out assigned missions require that they coordinate on a continuous basis with the combatant commander exercising COCOM over forces planned to support their operational needs. Command relationships are discussed in detail in Chapter III, “Command Relationships.”

### 9. The Military Departments

a. The **authority vested in the Military Departments** in the performance of their role to organize, train, equip, and provide forces **runs from the President through the Secretary of Defense through the Secretaries of the Military Departments to the Chiefs of the Service forces**. This **administrative control** provides for the **preparation of military forces** and their **administration and support**, unless such responsibilities are specifically assigned by the Secretary of Defense to another component of the Department of Defense.

b. The Secretaries of the Military Departments are responsible for the **administration and support** of the forces assigned or attached to combatant commands. They fulfill their responsibilities by exercising **administrative control (ADCON)** through the commanders of the Service component commands assigned to combatant commands.

c. The **responsibilities and authority** exercised by the Military Departments are **subject by law** to the authority provided to the commanders of combatant commands in their exercise of combatant command (command authority).

d. Each of the Military Departments and Services, coordinating as appropriate with the other Departments and Services and with the combatant commands, has the responsibility for **organizing, training, equipping, and providing forces** to fulfill certain specific roles and for **administering and supporting these forces**. This responsibility includes the formulation of Service doctrine for the functions involved, the internal structure and composition of forces, unit and individual training, and the types and quantities of equipment and supplies to be developed and procured. This responsibility, however, is subject to the combatant commander’s authority to organize assigned forces and ensure their preparedness as necessary to accomplish a specific mission.

### 10. Relationship Between Combatant Commands and Military Departments

a. **Continuous Coordination.** The roles and functions of the Military Services provide the division of responsibility for developing military capabilities for the combatant commands. **All components of the Department of Defense are charged to coordinate on matters of common or overlapping responsibility.** The Joint Staff and Service headquarters play a critical role in ensuring that combatant commanders’ concerns and comments are included or advocated during the coordination.

b. **Interoperability. Unified action demands maximum interoperability. The forces, units, and systems of all Services must operate together effectively.** This effectiveness is achieved in part through **interoperability**, which includes collective effort to develop and use **joint doctrine and joint tactics, techniques, and procedures**; the development and use of **joint plans**; the conduct of

**joint training**; and 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 that planning processes are joint from their inception**. Those responsible for systems and programs intended for joint use must establish **working groups** that fully represent the services and functions that will be affected and interoperability must be considered in all joint program reviews. Combatant commanders will ensure maximum interoperability and identify interoperability issues to the Chairman of the Joint Chiefs of Staff, who has overall responsibility for the joint interoperability program.

## 11. Multinational Relationships

a. **General.** The strategic goal of collective security and the resultant alliances and coalitions into which the United States has entered require that its **Armed Forces be prepared for multinational military operations**. There is no

singular doctrine for multinational warfare; each alliance develops its own protocols and contingency plans. Coalition operations, based on temporary agreements or arrangements, are even less structured than those of an alliance. **Much of the information and guidance provided for joint operations is applicable to multinational operations**; however, differences in allied doctrine, organization, weapons and equipment, terminology, culture, religion, and language must be taken into account.

b. **Multinational Unity of Effort.** As shown in Figure I-3, there are some **general principles** for attaining unity of effort among allied or coalition forces. **Unity of command may not be politically feasible** but should be a goal if at all possible. Although important, it is only one of the components of unity of effort, and the others must be attained in any case.

- First, there must be **common understanding** among all national forces of the **overall aim** of the

### PRINCIPLES OF MULTINATIONAL UNITY OF EFFORT

#### COMMON UNDERSTANDING

Among all forces of the overall aim and the concept of its attainment. Simplicity of plan and organization is essential.

#### COORDINATED POLICY

Nations should exchange qualified liaison officers at the earliest opportunity to improve interoperability and mutual understanding.

#### TRUST AND CONFIDENCE

Must be established and maintained by commanders and their representatives. Plain and objective communication, together with common courtesy, is essential.

Figure I-3. Principles of Multinational Unity of Effort

multinational force and the **concept for its attainment**. Simplicity of plan and organization is essential.

- **Coordinated policy**, particularly on such matters as alliance or coalition commanders' authority over national logistics (including infrastructure) and intelligence, **is required**. Coordinated planning for rules of engagement, fratricide prevention, deception, electronic warfare, communications, special weapons, source and employment of reserves, and timing of operations is essential for unity of effort. Actions to improve **interoperability** and the **ability to share information** need to be addressed early (as early as the development of military systems for formal alliances). Nations should exchange **qualified liaison officers** at the earliest opportunity to ensure mutual understanding and unity of effort.
- Finally, commanders and their representatives must establish and maintain **trust** and **confidence** among the multinational forces. **Plain and objective communication**, together with common courtesy, is essential.

c. **Multinational Organization**. As in the case of joint operations, basic multinational options are **area or functional orientation** and **single-Service or joint organization**, to which are added **national or multinational organization**. The basic building blocks are normally national Service component forces. However, the combatant functions for which forces from other nations are structured **are not necessarily consistent** with those of US forces.

- Taking such differences into consideration, commanders may assign:
  - National single-Service or joint forces to a specific area of operations (e.g., zone of action).
  - National single-Service or joint forces a specific function (e.g., electronic warfare).
  - A multinational joint force to a specific area of operations (e.g., sector of defense or amphibious objective area) or function (e.g., riot control, advance force operations).
- Regardless of how the multinational force is organized operationally, **each nation furnishing forces normally establishes a national component** to ensure effective administration of its forces. Its functions are similar to a Service component command at the unified command level in a US joint organization. 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 multinational commander, and **facilitate the assignment and reassignment of national forces** to and among subordinate operational multinational organizations.
- For US forces participating in multilateral peace operations under UN auspices, **the President retains and will never relinquish command authority over US forces**. On a case by case basis, **the President will consider placing appropriate US forces under the operational control of a competent UN commander for**

**specific UN operations authorized by the Security Council.** The greater the US military role, the less likely it will be that the US will agree to have a UN commander exercise overall operational control over US forces. Any **large scale participation of US forces** in a major peace enforcement mission that is likely to involve combat should ordinarily be **conducted under US command and operational control** or through **competent regional organizations** such as North Atlantic Treaty Organization (NATO) or ad hoc coalitions. Operational control for UN multilateral peace operations is given for a **specific time frame or mission**

and includes the authority to **assign tasks to US forces** already deployed by the President and to **US units** led by US officers. Within the limits of operational control, **a foreign UN commander cannot** change the mission or deploy US forces outside the area of responsibility agreed to by the President, separate units, divide their supplies, administer discipline, promote anyone, or change their internal organization.

- As in the case of a joint headquarters, a **multinational headquarters** should reflect the **general composition of the multinational forces** as a whole.

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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: *The U.S. Navy at War, 1945*

### SECTION A. THE DEPARTMENT OF DEFENSE

#### 1. General

**Unified action** in carrying out the military component of national security strategy 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.** The **Secretary of Defense** is the **principal assistant to the President** in all matters relating to the Department of Defense. **All functions** in the Department of Defense and its component agencies are performed under the **authority, direction, and control** of the Secretary of Defense.

b. **Organization of the Department of Defense.** The Department of Defense includes the Office of the Secretary of Defense, the Joint Chiefs of Staff, the Joint Staff, Defense agencies, DOD field activities, Military Departments and Military Services within those departments, combatant commands, and other organizations and activities that may be established or designated by law, by the President, or by the Secretary of Defense.

#### 3. Functions of the Department of Defense

As prescribed by higher authority, the Department of Defense will maintain and employ Armed Forces to:

a. **Support and defend the Constitution of the United States** against all enemies, foreign and domestic.

b. **Ensure**, by timely and effective military action, **the security of the United States**, its possessions, and areas vital to its interest.

c. **Uphold and advance the national policies and interests of the United States.**

#### 4. Functions Within the Department of Defense

a. **Functions and Responsibilities Within the Department of Defense.** The **functions and responsibilities** assigned to the Military Departments, the Services, the Chairman of the Joint Chiefs of Staff, and the combatant commands will be carried out in such a manner as **to achieve the following**:

- **Effective strategic direction** of the Armed Forces.

- **Employment** of the Armed Forces in **joint force commands** whenever such arrangement is in the best interest of national security.
- **Integration** of the Armed Forces into an **effective and efficient team** of land, naval, air, space, and special operations forces.
- **Prevention** of unnecessary **duplication or overlapping** among the Services by using personnel, intelligence, facilities, equipment, supplies, and services of any or all Services in all cases where military effectiveness and economy of resources will thereby be increased.
- **Coordination** of Armed Forces **operations** to promote efficiency and economy and to prevent gaps in responsibility.
- **Effective multinational operations.**

**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 Chairman of the Joint Chiefs of Staff, in coordination with the Joint Chiefs of Staff and combatant commanders, and as approved by the Secretary of Defense.

**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 the Secretary of Defense.

**d. Responsibility of a Chief of a Service on Disagreements Related to that Service's Primary Functions.** **Each Chief of a Service is responsible for presenting to the Chairman of the Joint Chiefs of Staff any disagreement** within the field of that Service's primary functions that has not been resolved. This action will not be construed to prevent any Chief of a Service from presenting unilaterally any issue of disagreement with another Service.

## 5. Executive Agents

**a. The Secretary of Defense may designate one of his immediate subordinates,** normally the Secretary of a Military Department or a combatant commander, **to act as his executive agent** for the performance of duties or activities, normally temporary or transitory, which do not warrant assignment of an additional permanent function. The **purpose, scope of authority,** and **duration** of such designation is made clear in the establishing directive.

**b. Executive agent responsibilities and activities** assigned to the Secretary of a Military Department may serve as **justification of budgetary requirements** but will not be used as the basis for establishing additional force requirements.

**c. Responsibilities of an Executive Agent** are as shown in Figure II-1.

## RESPONSIBILITIES OF AN EXECUTIVE AGENT

- Implement and comply with the relevant policies and directives of the Secretary of Defense.
- Ensure proper coordination among Military Departments, the combatant commands, the Joint Chiefs of Staff, the Joint Staff, the Office of the Secretary of Defense, and the Defense agencies and DOD field activities as appropriate for the responsibilities and activities assigned.
- Issue directives to other DOD components and take action on behalf of the Secretary of Defense, to the extent authorized in the directive establishing the executive agent.
- Make recommendations to the Secretary of Defense for actions regarding the activity for which designated the executive agent, including the manner and timing for dissolution of these responsibilities and duties.
- Perform such other duties and observe such limitations as may be set forth in the directive establishing the executive agent.

Figure II-1. Responsibilities of an Executive Agent

### SECTION B. THE JOINT CHIEFS OF STAFF

*“The Joint Chiefs of Staff system is unique among all known systems for the strategic direction of a war. It has brought victory where other systems have failed. It has withstood the all important test of war.”*

**Arleigh Burke: Speech in Minneapolis, 6 October 1956**

- The Chairman of the Joint Chiefs of Staff.
- The Vice Chairman of the Joint Chiefs of Staff.
- The Chief of Staff, US Army.
- The Chief of Naval Operations.
- The Chief of Staff, US Air Force.
- The Commandant of the Marine Corps.

### 6. Composition and Functions

a. The term **“Joint Chiefs of Staff”** refers collectively to:

b. The **Chairman of the Joint Chiefs of Staff** is the principal military adviser to the President, the National Security Council, and the Secretary of Defense.

c. The **other members** of the Joint Chiefs of Staff are **military advisers** to the President, the National Security Council, and the Secretary of Defense as specified in subparagraphs 6d and e below.

d. When the Chairman of the Joint Chiefs of Staff provides advice to the President, the National Security Council, or the Secretary of Defense, **any member** of the Joint Chiefs of Staff **may submit advice or an opinion in disagreement** with that of the Chairman or **in addition to the advice** provided by the Chairman. If a member submits such advice or opinion, the Chairman will present that advice or opinion at the same time that the Chairman's advice is presented. The Chairman will also, as considered appropriate, inform the President, the National Security Council, or the Secretary of Defense of the range of military advice and opinion with respect to any matter.

e. **The members** of the Joint Chiefs of Staff, individually or collectively, in their capacity as military advisers, **will provide advice** to the President, the National Security Council, or the Secretary of Defense on a particular matter when the President, the National Security Council, or the Secretary of Defense **requests** such advice, or when the Chairman or a member of the Joint Chiefs of Staff recognizes a matter of **national security** that merits being addressed.

f. The **Joint Chiefs of Staff**, assisted by the Joint Staff, **constitute the immediate military staff of the Secretary of Defense**.

g. Each Chief of Service has an **Operations Deputy** and a **Deputy Operations Deputy**. The Director, Joint Staff, presides over meetings of the Operations Deputies, and the Vice Director, Joint Staff, presides over meetings of the Deputy Operations Deputies. The Director and the

Operations Deputies, or the Vice Director and the Deputy Operations Deputies, **collectively recommend actions** to the Chairman of the Joint Chiefs of Staff.

h. To the extent it does not impair their independence in the performance of duties as a member of the Joint Chiefs of Staff, each member of the Joint Chiefs of Staff, except the Chairman, will **inform their respective Secretary** regarding **military advice** rendered by members of the Joint Chiefs of Staff on matters affecting their Military Department.

i. **The duties** of the Chiefs of the Services as members of the Joint Chiefs of Staff **take precedence** over all their other duties.

j. After first informing the Secretary of Defense, a member of the Joint Chiefs of Staff may make such **recommendations to Congress** relating to the Department of Defense as the member may consider appropriate.

k. When there is a **vacancy** in the office of the Chairman, or in the **absence or disability** of the Chairman, **the Vice Chairman acts as, and performs the duties of, the Chairman** until a successor is appointed or the absence or disability ceases.

l. When there is a **vacancy** in the offices of both Chairman and Vice Chairman, in the **absence or disability of both** the Chairman and the Vice Chairman, or when there is a vacancy in one such office and in the absence or disability of the officer holding the other, **the President will designate another member of the Joint Chiefs of Staff to act as, and perform the duties of, the Chairman** until a successor to the Chairman or Vice Chairman is appointed or the absence or disability of the Chairman or Vice Chairman ceases.

## An Organizational History

Although the separate military services are almost as old as the nation, the Joint Chiefs of Staff traces its beginnings only to World War II. Soon after American entry into that war, President Roosevelt and Prime Minister Churchill created the combined Chiefs of Staff to provide strategic direction to the U.S.-British war effort. The President then formed the U.S. Joint Chiefs of Staff as the American representatives to the Combined Chiefs of staff.

From this seemingly simple beginning as counterparts to the British on the combined Chiefs of Staff, the JCS almost immediately assumed the role of corporate leadership of the American military organization. Under the authority and responsibility of the President as Commander in Chief, the JCS undertook the coordination and strategic direction of the Army and Navy.

Initially the American JCS consisted of three men: the Army Chief of Staff, the Commanding General of the Army Air Forces, and the Commander in Chief of the U.S. Fleet and Chief of Naval Operations. Soon after the JCS assumed direction of the war, the Chief of Staff to The Commander in Chief of the Army and Navy, or the chairman of the JCS, was added to serve as “go-between” with the President and the service chiefs. Throughout World War II, the JCS operated without a formal charter on the assumption that such a charter might inhibit the Joint Chiefs from doing what was necessary to win the war. In fact, the JCS owed its World War II existence and powers solely to letters exchanged by the service chiefs of the Army and Navy.

The National Security Act of 1947, which established the National Security Council and created the Air Force as a separate military department, legitimized the Joint Chiefs of Staff by establishing it as a permanent organization within the national defense establishment and by providing it with a joint staff of a hundred officers. This act designated the Joint Chiefs as the principal military advisors to the President and the Secretary of Defense and gave them several general responsibilities and prerogatives. The chiefs were directed to prepare joint strategic and logistic plans for the services and were given the authority to assign logistic responsibilities to the services, to establish unified commands, and to formulate training and educational policies for the armed services.

Source: Korb, Lawrence J., The Joint Chiefs of Staff: The First Twenty-five Years, Bloomington: Indiana University Press, 1976, 14-17.

## 7. Chairman of the Joint Chiefs of Staff

a. The Chairman is **appointed by the President**, by and with the advice and consent of the Senate, from the officers of the regular component of the Armed Forces.

b. The Chairman **arranges for military advice**, as appropriate, **to be provided to all offices** of the Secretary of Defense.

c. While holding office, the **Chairman outranks all other officers of the Armed Forces**. The Chairman **may not exercise military command** over the combatant commanders, Joint Chiefs of Staff, or any of the Armed Forces.

d. The Chairman acts as the **spokesman for the combatant commanders**, especially on the operational requirements of their commands. These commanders will

send their reports to the Chairman, who will channel them to the Secretary of Defense, subject to the direction of the Secretary of Defense, so that the Chairman may better incorporate the views of these commanders in advice to the **President** and the **Secretary of Defense**. The Chairman also communicates, as appropriate, the combatant commanders' requirements to other elements of the Department of Defense.

e. The **Chairman assists** the President and the Secretary of Defense in performing their **command functions**. The Chairman **transmits their orders** to the combatant commanders as directed by the President and **coordinates all communications** in matters of joint interest addressed to the combatant commanders by other authority.

f. In addition to other duties as a member of the Joint Chiefs of Staff, **the Chairman will**, subject to the authority, direction, and control of the President and the Secretary of Defense:

- **Preside** over the Joint Chiefs of Staff.
- **Provide agenda for meetings** of the Joint Chiefs of Staff (including, as the Chairman considers appropriate, any subject for the agenda recommended by any other member of the Joint Chiefs of Staff).
- **Assist the Joint Chiefs of Staff** in carrying out their business as promptly as practicable.
- **Determine when issues** under consideration by the Joint Chiefs of Staff will be **decided**.

g. In performing Chairman functions, duties, and responsibilities including those enumerated above, **the Chairman will**:

- **Convene regular meetings** of the Joint Chiefs of Staff.
- As appropriate, **consult with and seek the advice** of the other members of the Joint Chiefs of Staff, collectively or individually, and of the combatant commanders.
  - h. Subject to the direction, authority, and control of the President and the Secretary of Defense, **the Chairman will**:
    - **Prepare military strategy and assessments** of the associated risks. These will include the following:
      - **A military strategy** to support national security objectives within policy and resource level guidance provided by the Secretary of Defense. Such strategy will include broad military options prepared by the Chairman with the advice of the Joint Chiefs of Staff and the combatant commanders.
      - **Net assessments** to determine the capabilities of the Armed Forces of the United States and its allies as compared to those of potential adversaries.
    - **Perform duties**, as assigned by the President, **to assist the President and the Secretary of Defense** in performing their command functions.
    - Assist the President and the Secretary of Defense in **providing for the strategic direction** of the Armed Forces, including the direction of operations conducted by the combatant commanders.
    - **Prepare strategic plans**, including plans that conform with resource levels projected by the Secretary of Defense

to be available for the period of time for which the plans are to be effective.

- **Prepare joint logistic and mobility plans** to support those strategic plans and recommend the assignment of logistic and mobility responsibilities to the Military Services in accordance with those plans.
- **Advise the Secretary of Defense** on the preparation of policy guidance for the preparation and review of contingency plans.
- Provide for the **preparation and review of joint operation plans** that conform to policy guidance from the President and the Secretary of Defense.
- **Prepare joint logistic and mobility plans** to support those **joint operation** plans and recommend the assignment of logistic and mobility responsibilities to the Armed Forces in accordance with those logistics and mobility plans. Ascertain the logistic support available to execute the general war and **joint operation** plans of the combatant commanders. Review and recommend to the Secretary of Defense appropriate logistic guidance for the Military Services which, if implemented, will result in logistic readiness consistent with approved plans.
- **Advise the Secretary of Defense on critical deficiencies and strengths in force capabilities** (including manpower, logistic, and mobility support) identified during the preparation and review of **joint operation** plans and assess the effect of such deficiencies and strengths on meeting national security objectives and policy and on strategic plans.
- **Establish and maintain a uniform system of evaluating the preparedness of each combatant command** to carry out missions assigned to the command.
- **Advise the Secretary of Defense on the priorities of the requirements**, especially operational requirements, identified by the combatant commanders.
- Advise and assist the Secretary of Defense concerning the **preparation of annual policy guidance** to be provided to the heads of DOD components for the preparation and review of program recommendations and budget proposals of their respective components.
- Advise the Secretary of Defense on the extent to which the **program recommendations and budget proposals** of the Military Departments and other DOD components **conform with the priorities** established in strategic plans and with the priorities established for the requirements of the combatant commanders.
- Submit to the Secretary of Defense **alternative program recommendations and budget proposals**, within projected resource levels and guidance provided by the Secretary of Defense, in order to achieve greater conformance with the priorities established in strategic plans and with the priorities for the requirements of the combatant commanders.
- **Recommend a budget proposal** for activities of each combatant command. Activities for which funding may be requested in such a proposal include (a) joint exercises, (b) force training,

- (c) contingencies, and (d) selected operations.
- Advise the Secretary of Defense on the extent to which the **major programs and policies** of the Armed Forces in the area of manpower **conform with strategic plans**.
- **Develop and establish doctrine for all aspects** of the joint employment of the Armed Forces.
- **Formulate policies** for the **joint training** of the Armed Forces.
- **Formulate policies** for **coordinating the military education and training** of members of the Armed Forces.
- Provide for **representation of the United States on the Military Staff Committee of the United Nations** in accordance with the Charter of the United Nations.
- Submit to the Secretary of Defense, not less than once every 3 years, a **report** containing such **recommendations for changes** in the assignment of **roles and functions** of the Services and changes in the **assignment of missions** of the combatant commanders as the Chairman considers necessary to achieve maximum effectiveness of the Armed Forces.
- Prepare **integrated plans for military mobilization**.
- Subject to the direction **of the President, attend and participate in meetings of the National Security Council**.
- Advise and assist the President and the Secretary of Defense on **establishing combatant commands** to perform military missions and on **prescribing the force structure** of those commands.
- Periodically, not less often than every 2 years, **review the missions, responsibilities** (including geographic boundaries), **and force structure of each combatant command**, and **recommend** to the President through the Secretary of Defense any **changes** to missions, responsibilities, and force structures as may be necessary.
- **Oversee the activities** of the combatant commands.
- **Serve as the spokesman for combatant commanders**, especially on the operational requirements of their commands. In performing this function, the Chairman will:
  - Confer with and obtain information from the combatant commanders with respect to the requirements of their commands.
  - Evaluate and integrate this information.
  - Advise and make recommendations to the Secretary of Defense with respect to the requirements of those commands, individually and collectively.
  - Communicate, as appropriate, those requirements to other elements of the Department of Defense.
- **Review the plans and programs of combatant commanders** to determine their adequacy, consistency, acceptability, and feasibility for the performance of assigned missions.

- Advise and assist the Secretary of Defense on measures to provide for the **administration and support of forces** assigned to each combatant command.
- Determine the **headquarters support**, such as facilities, personnel, and communications, required by combatant commanders and recommend the assignment to the Military Departments of the responsibilities for providing such support.
- Provide **guidance and direction** to the combatant commanders on aspects of **command and control** that relate to the conduct of operations.
- **Provide military guidance** for use by the Military Departments, Military Services, and Defense agencies in the preparation of their respective detailed plans.
- Participate, as directed, in the **preparation of multinational plans** for military action in conjunction with the Armed Forces of other nations.
- **Prepare and submit** to the Secretary of Defense, for consideration in connection with the preparation of budgets, **statements of military requirements** based on US strategic considerations, current national security policy, and strategic plans. These statements of requirements include tasks, priority of tasks, force requirements, and general strategic guidance for developing military installations and bases and for equipping and maintaining military forces.
- **Assess military requirements** for defense acquisition programs.
- Advise and assist the Secretary of Defense in **research and engineering matters** by preparing the following:
  - Statements of broad strategic guidance to be used in the preparation of an integrated DOD program.
  - Statements of overall military requirements.
  - Statements of the relative military importance of development activities to meet the needs of the combatant commanders.
  - Recommendations for the assignment of specific new weapons to the Armed Forces.
- Prepare and submit to the Secretary of Defense, for information and consideration, general strategic guidance for the **development of industrial and manpower mobilization programs**.
- Prepare and submit to the Secretary of Defense military guidance for use in the **development of security assistance programs** and other actions relating to foreign military forces, including recommendations for allied military forces, materiel, and facilities requirements related to US strategic objectives, current national security policy, strategic plans, and the implementation of approved programs; and to make recommendations to the Secretary of Defense, as necessary, for keeping the Military Assistance Program in consonance with agreed strategic concepts.
- **Manage** for the Secretary of Defense **the National Military Command System (NMCS)** to meet the needs of the NCA and the Joint Chiefs of Staff

and establish operational policies and procedures for all components of the NMCS and ensure their implementation.

- **Provide overall supervision** of those Defense agencies and DOD field activities assigned to the Chairman by the Secretary of Defense. Advise the Secretary of Defense on the extent to which the program recommendations and budget proposals of a Defense agency or DOD field activity, for which the Chairman has been assigned overall supervision, conform with the requirements of the Military Departments and of the combatant commands.
- Periodically, not less often than every 2 years, **report** to the Secretary of Defense on the **responsiveness and readiness** of **designated combat support agencies**. Those include:
  - Defense Information Systems Agency.
  - Defense Intelligence Agency (DIA).
  - Defense Logistics Agency (DLA).
  - Defense Mapping Agency (DMA).
  - National Security Agency.
  - Central Intelligence Agency.
  - Central Imagery Office.
  - Any other Defense agency designated as a combat support agency by the Secretary of Defense.
- Provide for the **participation of combat support agencies in joint training exercises**, assess their performance, and take steps to provide for changes to improve their performance.
- **Develop a uniform readiness reporting system** for reporting the readiness of combat support agencies.
- Provide **direction and control of the DIA** for the purpose of ensuring that adequate, timely, and reliable intelligence and counterintelligence support is available to the Joint Chiefs of Staff and the combatant commands.
- Oversee military aspects of **activities of the Defense Nuclear Agency**.
- Advise the Secretary of Defense on **mapping, charting, and geodesy** requirements and priorities and provide guidance to the **DMA** and the combatant commands to serve as the basis for relationships between these organizations.
- **Select officers to serve on the Joint Staff**. May suspend from duty and recommend the reassignment of any officer assigned to the Joint Staff.
- Exercise **exclusive direction** of the Joint Staff.
- Advise and assist the Secretary of Defense on the establishment and review of **joint duty positions**, including those designated as critical joint duty positions.
- Advise the Secretary of Defense on **establishing career guidelines** for officers with the joint specialty and on procedures for overseeing the careers, including promotions and career assignments, of officers with the joint specialty and other officers who serve in joint duty assignments.

- Advise and assist the Secretary of Defense on the periodic review, accreditation, and revision of the **curriculum** of each professional **military education school** to enhance the education and training of officers in joint matters.
- Advise and assist the Secretary of Defense in **preparing guidelines** to be furnished to the Secretaries of the Military Departments for ensuring that specified officer promotion boards give appropriate consideration to the performance of officers who are serving or have served in joint duty assignments.
- **Designate at least one officer** currently serving in a joint duty assignment to each **officer promotion board** that will consider officers who are serving or have served in a joint duty assignment. (The Secretary of Defense may waive this requirement in the case of any selection board of the Marine Corps.)
- **Review the reports of selection boards** that consider for promotion officers serving, or having served, in joint duty assignments in accordance with guidelines furnished by the Secretary of Defense and return the reports with determinations and comments to the Secretary of the appropriate Military Department.
- Submit to the Secretary of Defense an **evaluation of the joint duty performance** of officers recommended for an initial appointment to the grade of lieutenant general or vice admiral or initial appointment as general or admiral.
- **Prescribe the duties and functions of the Vice Chairman** with the approval of the Secretary of Defense.
- **Appoint consultants to the Joint Staff** from outside the Department of Defense, subject to the approval of the Secretary of Defense.
- **Perform such other duties** as the President or the Secretary of Defense may prescribe.

### 8. Vice Chairman of the Joint Chiefs of Staff

a. The Vice Chairman is **appointed by the President**, by and with the advice and consent of the Senate, from the officers of the regular components of the Armed Forces.

b. The Vice Chairman holds the grade of general or, in the case of the Navy, admiral and **outranks all other officers of the Armed Forces except the Chairman**. The Vice Chairman **may not exercise military command** over the Joint Chiefs of Staff, or any of the Armed Forces.

c. The Vice Chairman **performs the duties prescribed for him as a member of the Joint Chiefs of Staff** and such other duties and functions as may be **prescribed by the Chairman** with the approval of the Secretary of Defense.

d. When there is a vacancy in the office of the Chairman, or in the absence or disability of the Chairman, **the Vice Chairman acts as, and performs the duties of, the Chairman** until a successor is appointed or the absence or disability ceases.

e. The Vice Chairman will act as the **Chairman of the Joint Requirements Oversight Council**, the **Vice Chairman of the Defense Acquisition Board**, and as a **member of the Nuclear Weapons Council**.

### 9. The Joint Staff

a. The Joint Staff is under the **exclusive direction of the Chairman of the Joint Chiefs of Staff**. The Joint Staff will perform such duties as the Chairman prescribes and will perform such duties under such procedures as the Chairman prescribes to assist the Chairman and, subject to the authority, direction, and control of the Chairman, the other members of the Joint Chiefs of Staff and the Vice Chairman in carrying out their responsibilities.

b. The Joint Staff includes **officers selected in proportional numbers** from the Army, Navy and Marine Corps, and Air Force.

c. **Selection of officers** to serve on the Joint Staff **is made by the Chairman** from a list of officers submitted by the Services. Each officer whose name is submitted must be among those officers considered to be the **most outstanding officers of that Service**. The Chairman may specify the number of officers to be included on such a list.

d. The Chairman may **suspend from duty** and **recommend the reassignment** of any officer assigned to the Joint Staff.

e. The Chairman, after coordination with the other members of the Joint Chiefs of Staff and with the approval of the Secretary of Defense, may **select a Director, Joint Staff**.

f. **The Chairman manages the Joint Staff and its Director.**

g. The Joint Staff will not operate or be organized as an overall Armed Forces General Staff and will have **no executive authority**. The Joint Staff is **organized and operates along conventional staff lines** to support the Chairman, Vice Chairman, and the other members of the Joint Chiefs of Staff in discharging their assigned responsibilities. In addition, the Joint Staff is the focal point for the Chairman to ensure **comments and concerns of the combatant commanders are well represented and advocated** during all levels of coordination.

## SECTION C. COMMON FUNCTIONS OF THE MILITARY DEPARTMENTS AND SERVICES

### 10. Common Functions of the Military Departments

Subject to the authority, direction, and control of the Secretary of Defense and subject to the provisions of Chapter 6, title 10, United States Code, the **functions of the Military Departments**, under their respective Secretaries, are prescribed by DOD Directive 5100.1 and shown in Figure II-2.

### 11. Common Service Functions

Subject to the authority, direction, and control of the Secretary of Defense and subject to the provisions of Chapter 6, title 10, United States Code, **the Army, Navy and Marine Corps, and Air Force**, under their respective Secretaries, are responsible for **the functions prescribed in detail in DOD Directive 5100.1**. Specific Service functions are also delineated in DOD Directive 5100.1.

## COMMON FUNCTIONS OF THE MILITARY DEPARTMENTS

- To prepare forces and establish reserves of manpower, equipment, and supplies for the effective prosecution of war and military operations other than war and plan for the expansion of peacetime components to meet the needs of war.
- To maintain in readiness mobile reserve forces, properly organized, trained, and equipped for employment in an emergency.
- To provide adequate, timely, and reliable intelligence and counterintelligence for the Military Departments and other agencies as directed by competent authority.
- To recruit, organize, train, and equip interoperable forces for assignment to combatant commands.
- To prepare and submit programs and budgets for their respective departments; justify before Congress budget requests as approved by the President; and administer the funds made available for maintaining, equipping, and training the forces of their respective departments, including those assigned to combatant commands. The budget submissions to the Secretary of Defense by the Military Departments will be prepared on the basis, among other things, of recommendations of combatant commanders and of Service component commanders of forces assigned to combatant commands.
- To conduct research; develop tactics, techniques, and organization; and develop and procure weapons, equipment, and supplies essential to the fulfillment of the functions assigned by Chapter 6, title 10, United States Code and by Department of Defense Directive 5100.1.
- To develop, garrison, supply, equip, and maintain bases and other installations, including lines of communication, and to provide administrative and logistic support for all forces and bases, unless otherwise directed by the Secretary of Defense.
- To provide, as directed, such forces, military missions, and detachments for service in foreign countries as may be required to support the national interest of the United States.
- To assist in training and equipping the military forces of foreign nations.
- To provide, as directed, administrative and logistic support to the headquarters of combatant commands, to include direct support of the development and acquisition of the command and control system of such headquarters.
- To assist each other in the accomplishment of their respective functions, including the provisions of personnel, intelligence, training, facilities, equipment, supplies, and services.
- To prepare and submit, in coordination with other Military Departments, mobilization information to the Joint Chiefs of Staff.

**Figure II-2. Common Functions of the Military Departments**

**SECTION D. FUNCTIONS  
OF THE COMBATANT  
COMMANDS**

assigned to that command, are shown in Figure II-3.

**12. General**

Unless otherwise directed by the President or the Secretary of Defense, the **authority, direction, and control of the commander of a combatant command**, with respect to the commands and the forces

**13. Additional Authority**

If a combatant commander at any time considers his authority, direction, or control with respect to any of the commands or forces assigned to the command to be **insufficient to command effectively**, the commander will **promptly inform the**

**GENERAL 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 chapter 6, title 10, US Code.

**Figure II-3. General Functions of a Combatant Commander**

**Secretary of Defense** through the Chairman of the Joint Chiefs of Staff.

commander of the combatant command has not been assigned authority.

#### 14. Authority over Subordinate Commanders

Unless otherwise directed by the President or the Secretary of Defense, **commanders of the combatant commands exercise authority over subordinate commanders as follows:**

a. Commanders of commands and forces assigned to a combatant command are under the **authority, direction, and control of, and are responsible to, the commander of the combatant command** on all matters for which the commander of the combatant command has been assigned authority as outlined in paragraph 12.

b. The **commander of a command or force** assigned to a commander of a combatant command will **communicate with other elements of the Department of Defense** on any matter for which the commander of the combatant command has been assigned authority **in accordance with procedures, if any, established by the commander of the combatant command.**

c. **Other elements of the Department of Defense will communicate with the commander of a command or force** assigned to a commander of a combatant command on any manner for which the commander of the combatant command has been assigned authority **in accordance with procedures, if any, established by the commander of the combatant command.**

d. The commander of a subordinate command or force will **advise the commander of the combatant command**, if so directed, of **all communications** to and from other elements of the Department of Defense on any matter for which the

### SECTION E. FUNCTIONS OF THE UNITED STATES SPECIAL OPERATIONS COMMAND

#### 15. Composition and Broad Statement of Responsibility

**The United States Special Operations Command (USSOCOM)** includes all active and reserve special operations, US Army psychological operations, and civil affairs forces (except for Marine Corps Reserve Civil Affairs Groups) stationed in the United States. USSOCOM is responsible for **providing trained and combat-ready special operations forces** to the combatant commanders, and, when directed by the President or Secretary of Defense, for **exercising command of selected special operations missions.**

#### 16. Functions of USSOCOM

a. **Train, equip, and provide combat-ready forces** for the **conduct of special operations**--specifically unconventional warfare, direct action, special reconnaissance, foreign internal defense, and counterterrorism.

b. Train, equip, and provide combat-ready forces for the **conduct of psychological operations.**

c. Train, equip, and provide combat-ready forces for the **conduct of civil affairs operations.**

d. **Develop** special operations, psychological operations, and civil affairs strategy, **doctrine and tactics, techniques, and procedures.** (Note: Joint doctrine and joint

tactics, techniques, and procedures are developed under the procedures approved by the Chairman of the Joint Chiefs of Staff.)

e. **Prepare and submit** to the Secretary of Defense **program recommendations** and **budget proposals** for special operations forces and for other forces assigned to USSOCOM.

f. Exercise **authority, direction, and control** over the **expenditure of funds** for forces assigned to USSOCOM and for special operations forces assigned to other unified combatant commands.

g. **Monitor the preparedness** of special operations forces assigned to other combatant commands to carry out assigned missions.

h. **Develop and acquire special operations-peculiar equipment, materiel, supplies, and services.**

i. **Ensure the interoperability** of special operations forces among themselves and with conventional forces.

j. **Monitor the promotions, assignments, retention, training, and professional military education** of special operations personnel.

### 17. Other Responsibilities of USSOCOM

a. The inherent capabilities of special operations forces may periodically be applied to **accomplish missions other than those for which they are principally organized, trained, equipped, and provided.** Collateral activities in which special operations forces may be selectively tasked to participate include security assistance, humanitarian assistance, anti-terrorism and other security activities, counterdrug operations, personnel recovery, special activities, and support for peace operations.

b. Be prepared to **assist conventional joint force commanders in multinational support operations.**

## CHAPTER III

### COMMAND RELATIONSHIPS

*"I was informed that all the causes of delay had been reported through the "usual channels," but as far as those on the spot were aware nothing very much seems to have happened. It would seem best therefore to start from the other end of the "usual channels" and sound backwards to find where the delay in dealing with the matter has occurred."*

**Winston Churchill: Note for General Ismay, 26 January 1941**

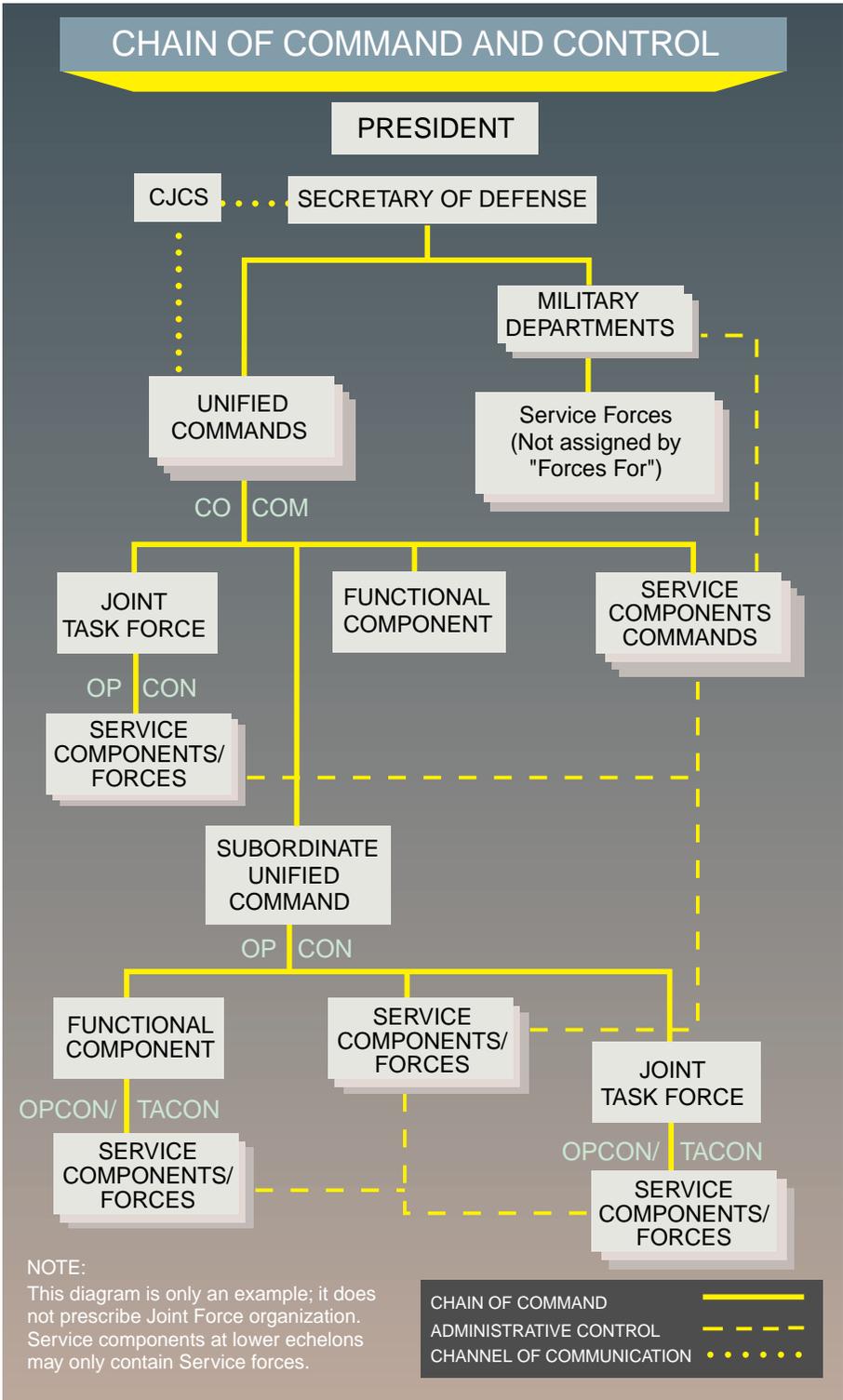
#### 1. General

a. **Command.** **Command is central to all military action, and unity of command is central to unity of effort.** Inherent in command (see definition in glossary) is the **authority that a military commander lawfully exercises over subordinates** and confers authority to assign missions and to demand accountability for their attainment. Although commanders may **delegate authority** to accomplish missions, they may not absolve themselves of the **responsibility for the attainment of these missions.** Authority is never absolute; the extent of authority is specified by the establishing authority, directives, and law (see Figure III-1).

b. **Command and Staff.** Joint force commanders are provided **staffs to assist them in the decisionmaking and execution process.** The staff is an extension of the commander; **its sole function is command support,** and its only authority is that which is delegated to it by the commander. A properly trained and directed staff will free the commander to devote more attention to directing subordinate commanders and maintaining a picture of the situation as a whole. The staff should be composed of the **smallest number** of qualified personnel who can do the job.

- The **command channel** is the term used to describe the chain of command from commanders to subordinates through which command is exercised.
- The **staff channel** is the term used to describe the channel by which commanders interact with staffs. It also describes the channel by which staff officers contact their counterparts at higher, adjacent, and subordinate headquarters. These staff-to-staff contacts are for coordination and cooperation only. Higher headquarters staff officers exercise no independent authority over subordinate headquarters staffs, although staff officers normally honor requests for information.

c. **Levels of Authority.** The authority vested in a commander must be commensurate with the responsibility assigned. This document describes the various levels of authority used for US military forces, **four are command relationships--COCOM, operational control (OPCON), tactical control (TACON), and support.** The other authorities are coordinating authority, ADCON, and direct liaison authorized (DIRLAUTH).



**Figure III-1. Chain of Command and Control**

d. **Unity of Command.** Unity of command is the **interlocking web of responsibility** which is a foundation for trust, coordination, and the teamwork necessary for unified military action. It requires **clear delineation of responsibility** among commanders up, down, and laterally.

of Defense and under procedures prescribed by the Secretary of Defense and approved by the President. Establishing authorities for subordinate unified commands and joint task forces may direct the assignment or attachment of their forces to those subordinate commands as appropriate.

## 2. Command Relationships and Assignment and Transfer of Forces

An overview of command relationships is shown in Figure III-2. All Service forces (except as noted in title 10, Section 162) are assigned to combatant commands by the Secretary of Defense **“Forces for Unified Commands” memorandum**. A force assigned or attached to a combatant command may be transferred from that command only as directed by the Secretary

a. As shown in Figure III-3, **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.

b. **The combatant commander exercises combatant command (command authority) (COCOM)** over forces assigned or reassigned by the NCA. Subordinate joint force commanders (JFCs) will exercise



Figure III-2. Command Relationships

OPCON over assigned or reassigned forces. Forces are assigned or reassigned when the transfer of forces will be permanent or for an unknown period of time, or when the broadest level of command and control is required or desired. **OPCON** of assigned forces **is inherent in COCOM** and may be delegated within the combatant command by the commander in chief of the combatant command (CINC) or between combatant commands by the Secretary of Defense.

c. The **combatant commander normally exercises OPCON** over forces attached by the NCA. Forces are attached when the transfer of forces will be

temporary. Establishing authorities for subordinate unified commands and joint task forces will normally direct the delegation of OPCON over forces attached to those subordinate commands.

d. In accordance with the “Forces for Unified Commands” and the “Unified Command Plan,” except as otherwise directed by the President or the Secretary of Defense, all forces operating within the geographic area assigned to a combatant command shall be **assigned** or **attached to and under the command of the commander of that command**. Forces directed by the President or the Secretary

### ASSIGNMENT AND TRANSFER OF FORCES TO A JOINT FORCE

- 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 the transfer of forces to a joint force will be permanent (or for an unknown but long period of time) the forces should be reassigned. Combatant commanders will exercise combatant command (command authority) and subordinate joint force commanders (JFCs) will exercise operational control (OPCON) over reassigned forces.
- When transfer of forces to a joint force will be temporary, the forces will be attached to the gaining command and JFCs will exercise OPCON or Tactical Control (TACON), as appropriate, 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 III-3. Assignment and Transfer of Forces to a Joint Force

of Defense may conduct operations **from or within any geographic area** as required for accomplishing assigned tasks, as mutually agreed by the commanders concerned or as directed by the President or the Secretary of Defense. **Transient forces** do not come under the chain of command of the area commander solely by their movement across area of responsibility (AOR)/joint operations area (JOA) boundaries.

### 3. Combatant Command (Command Authority)

COCOM is the **command authority over assigned forces vested only in the commanders of combatant commands** by title 10, US Code, Section 164, **or as directed by the President** in the Unified Command Plan (UCP), and cannot be delegated or transferred.

a. **Basic Authority.** COCOM is the **authority 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 (or in the case of USSOCOM, 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, this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. COCOM provides **full authority to organize and employ commands** and forces as the combatant commander considers necessary to accomplish assigned missions.

b. **COCOM includes the authority to:**

- **Exercise or delegate OPCON** of assigned or attached forces, as described in paragraph 4 below.
- **Exercise directive authority for logistic matters** (or delegate directive authority for a common support capability).
- **Give 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.
- **Coordinate the boundaries of geographic areas** specified in the UCP with other combatant commanders and with other US Government agencies or agencies of countries in the AOR, as necessary to prevent both duplication of effort and lack of adequate control of operations in the delineated areas.
- **Function**, unless otherwise directed by the Secretary of Defense, as the **US military single point of contact and exercise directive authority over all elements of the command** in relationships with other combatant commands, DOD elements, US diplomatic missions, other US agencies, and agencies of countries in the AOR (if assigned). Whenever a combatant commander undertakes exercises, operations, or other activities with the military forces of nations in another combatant commander's AOR, those exercises, operations, and activities and their attendant command relationships will be as mutually agreed to between the commanders.

- **Determine those matters** relating to the exercise of COCOM **in which subordinates must communicate with agencies external** to the combatant command **through the combatant commander**.
- Coordinate with subordinate commands and components and **approve those aspects of administration and support** (including control of resources and equipment, internal organization, and training), **and discipline necessary to carry out missions assigned to the command**.
- **Establish personnel policies** to ensure proper and uniform standards of military conduct.
- **Participate in the development and acquisition of the command's command, control, communications, and computer systems and direct their operation**.
- **Submit recommendations** through the Chairman of the Joint Chiefs of Staff to the Secretary of Defense concerning the content of **guidance** affecting the **strategy and/or fielding of joint forces**.
- **Participate actively in the Planning, Programming, and Budgeting System**, as follows:
  - **Submit** to the Chairman of the Joint Chiefs of Staff **comments and recommendations** to be used in planning the proposed DOD policy, strategy, and force guidance for programming.
  - **Provide guidance** to subordinate commands and components on warfighting **requirements and priorities** for addressing their program and budget requests to the respective Military Departments.
- **Provide an integrated priority list** of essential warfighting requirements prioritized across Service and functional lines for consideration by the Secretaries of the Military Departments, USCINCSOC, the Chairman of the Joint Chiefs of Staff, and the Secretary of Defense in developing the DOD program and budget.
- **Review reports from subordinate component commanders** on the degree to which their program and budget requests meet the warfighting requirements of the command. Combatant commanders may communicate directly with the Secretaries of the Military Departments, USCINCSOC, the Chairman of the Joint Chiefs of Staff, and the Secretary of Defense through the Chairman of the Joint Chiefs of Staff concerning their assessment of operational capability deficiencies associated with program and budget requests.
- **Review and provide comments and recommendations** on the degree to which Service defense agencies' programs satisfy warfighting requirements to the Chairman of the Joint Chiefs of Staff and the Secretary of Defense through the Chairman of the Joint Chiefs of Staff.
- **Assess the impact of Office of the Secretary of Defense program and budget decisions and provide recommendations** to the Chairman of the Joint Chiefs of Staff and the Secretary of Defense through the Chairman of the Joint Chiefs of Staff.

- As directed by the Secretary of Defense, **prepare and submit budget proposals** to the Chairman of the Joint Chiefs of Staff for activities of the command.

- **Participate actively in the Joint Strategic Planning System (JSPS) and the Joint Operation Planning and Execution System (JOPES).** Combatant commanders' comments are critical to ensuring that warfighting and peacetime operational concerns are emphasized in all JSPS and JOPES documents.
- **Concur in the assignment** (or recommendation for assignment) **of officers as commanders** directly subordinate to the combatant commander and to positions on the combatant command staff. **Suspend from duty and recommend re-assignment** of any subordinate officer assigned to the combatant command.
- **Convene general courts-martial** in accordance with the Uniform Code of Military Justice (UCMJ).
- In accordance with laws and national and DOD policies, **establish plans, policies, programs, priorities, and overall requirements for the intelligence activities of the command.**

c. When directed in the UCP or otherwise authorized by the Secretary of Defense, **the commander of US elements of a multinational command may exercise COCOM of those US forces assigned to that command.**

d. **Directive Authority for Logistic Matters.** Commanders of combatant commands may **exercise directive authority for logistics** (or delegate

directive authority for a common support capability). The exercise of directive authority for logistics by a combatant commander includes the authority to issue directives to subordinate commanders, including peacetime measures, necessary **to ensure the following: effective execution of approved operation plans; effectiveness and economy of operation; and prevention or elimination of unnecessary duplication of facilities and overlapping of functions among the Service component commands.**

- A combatant commander's **directive authority does not:**
  - Discontinue Service responsibility for logistic support.
  - Discourage coordination by consultation and agreement.
  - Disrupt effective procedures, efficient utilization of facilities, or organization.
- Unless otherwise directed by the Secretary of Defense, the Military Departments and Services continue to have **responsibility for the logistic and administrative support of Service forces assigned or attached to joint commands**, subject to the following guidance:

- **Under peacetime conditions**, the scope of the logistic and administrative authority exercised by the commander of a combatant command will be **consistent with the peacetime limitations** imposed by legislation, Department of Defense policy or regulations, budgetary considerations, local conditions, and other specific conditions prescribed by the Secretary of Defense or the Chairman of the Joint Chiefs of Staff. Where these factors

preclude execution of a combatant commander's directive by component commanders, the comments and recommendations of the combatant commander, together with the comments of the component commander concerned, will normally be referred to the appropriate Military Department for consideration. If the matter is not resolved in a timely manner with the appropriate Military Department, it will be referred by the combatant commander, through the Chairman of the Joint Chiefs of Staff, to the Secretary of Defense.

•• **Under crisis action, wartime conditions** or where **critical situations** make diversion of the normal logistic process necessary, the logistic and administrative authority of combatant commanders enable them to **use all facilities and supplies of all forces assigned to their commands as necessary for the accomplishment of their missions**. Joint logistic doctrine and policy developed by the Chairman of the Joint Chiefs of Staff establishes wartime logistic support guidance that will assist the combatant commander in conducting successful joint operations.

- A combatant commander will **exercise approval authority over Service logistic programs** (base adjustments, force beddowns, and other aspects as appropriate) within the command's area of responsibility that will have **significant effects on operational capability or sustainability**. When the combatant commander does not concur with a proposed Service logistic program action and coordination between the combatant commander and the Chief of the Service fails to result in an arrangement suitable to all parties, the combatant commander may

forward the issue through the Chairman of the Joint Chiefs of Staff to the Secretary of Defense for resolution.

### 4. Operational Control

OPCON is the **command authority which may be exercised by commanders at any echelon at or below the level of combatant command** and can be delegated or transferred. (NOTE: This DOD definition of OPCON should not be confused or interchanged with the NATO definition of operational control. The NATO definition of OPCON more closely represents the DOD definition of TACON.)

- a. **Basic Authority.** OPCON is inherent in COCOM and 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 includes **authoritative direction over all aspects of military operations and joint training necessary to accomplish missions** assigned to the command. It should be exercised through the commanders of subordinate organizations; normally, this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. OPCON normally provides full authority to **organize commands and forces** and **employ those forces** as the commander in operational control considers necessary to accomplish assigned missions. **It does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training.** These elements of COCOM must be specifically delegated by the combatant commander. OPCON does include the authority to delineate

functional responsibilities and geographic joint operations areas of subordinate joint force commanders.

b. **Commanders of subordinate commands and joint task forces** will normally be given **OPCON** of assigned or attached forces by the superior commander.

c. **OPCON is the authority to:**

- **Exercise or delegate** OPCON and TACON, **establish** support relationships among subordinates, and **designate** coordinating authorities.
- **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.
- **Prescribe** the chain of command to the commands and forces within the command.
- **Organize** commands and forces within the command as necessary to carry out missions assigned to the command.
- **Employ** forces within the command, as necessary, to carry out missions assigned to the command.
- **Assign** command functions to subordinate commanders.
- **Plan** for, deploy, direct, control, and coordinate the action of subordinate forces.
- **Establish** plans, policies, priorities, and overall requirements for the intelligence activities of the command.
- **Conduct** joint training and joint training exercises required to achieve

effective employment of the forces of the command, in accordance with joint doctrine established by the Chairman of the Joint Chiefs of Staff, 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.

- **Suspend** from duty and recommend reassignment of any officer assigned to the command.
- **Assign** responsibilities to subordinate commanders for certain routine operational matters that require coordination of effort of two or more commanders.
- **Establish** an adequate system of control for local defense and delineate such areas of operation for subordinate commanders as deemed desirable.
- **Delineate** functional responsibilities and geographic areas of operation of subordinate commanders.

d. The Secretary of Defense may specify **adjustments to accommodate authorities beyond OPCON** in an establishing directive when forces are transferred between combatant commanders. Adjustments will be coordinated with the participating combatant commanders.

## 5. Tactical Control

**TACON is the command authority** over assigned or attached forces or commands, or military capability or forces made available for tasking, **that is limited to the detailed and usually local direction and control of movements or maneuvers** necessary to accomplish assigned missions or tasks.

a. **Basic Authority.** TACON may be **delegated to and exercised by commanders** at any echelon **at or below the level of combatant command.** TACON is inherent in OPCON.

b. TACON provides the authority to:

- **Give direction** for military operations.
- **Control designated forces** (e.g., ground forces, aircraft sorties, missile launches, or satellite payload management).

c. TACON provides sufficient authority for **controlling** and **directing** the **application of force or tactical use of combat support assets.** TACON does not provide organizational authority or authoritative direction for administrative and logistic support; the commander of the parent unit continues to exercise these authorities unless otherwise specified in the establishing directive.

d. TACON is typically exercised by **functional component commanders** over military capability or forces made available to the functional component for tasking.

## 6. Support

Support is a command authority. A support relationship is established by a superior commander between subordinate commanders when one organization should **aid, protect, complement, or sustain** another force.

a. **Basic Authority.** Support may be **exercised by commanders** at any echelon **at or below the level of combatant command.** This includes the NCA designating a support relationship between combatant commanders as well as within a combatant command. The designation of

supporting relationships is important as it **conveys priorities** to commanders and staffs who are **planning or executing joint operations.** The support command relationship is, by design, a somewhat vague, but very flexible arrangement. The establishing authority (the common superior commander) is responsible for ensuring that both the supported and supporting commander understand the degree of authority the supported commander is granted.

b. The supported commander should ensure that the supporting commander **understands the assistance required.** The supporting commander will then **provide the assistance needed,** subject to the supporting commander's existing capabilities and other assigned tasks. When the supporting commander **cannot fulfill the needs** of the supported commander, **the establishing authority will be notified** by either the supported or supporting commander. 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 should also include:

- The forces and other resources allocated to the supporting effort.
- The time, place, level, and duration of the supporting effort.
- The relative priority of the supporting effort.
- The authority, if any, of the supporting commander to modify the supporting effort in the event of exceptional opportunity or an emergency.

- The degree of authority granted to the supported commander over the supporting effort.

d. Unless limited by the establishing directive, the **supported commander will have the authority to exercise general direction of the supporting effort.** General direction includes the designation and prioritization of targets 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** to be employed in providing this support. The supporting commander will advise and coordinate with the supported commander on matters concerning the **employment**

and **limitations** (e.g., logistics) of such support, assist in planning for the **integration** of such support into the supported commander's effort as a whole, and ensure that support **requirements** are appropriately communicated into the supporting commander's organization.

f. 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 other assigned tasks.

g. Several **categories of support** have been defined for use within a combatant command to better characterize the support that should be given. These are shown in Figure III-4.

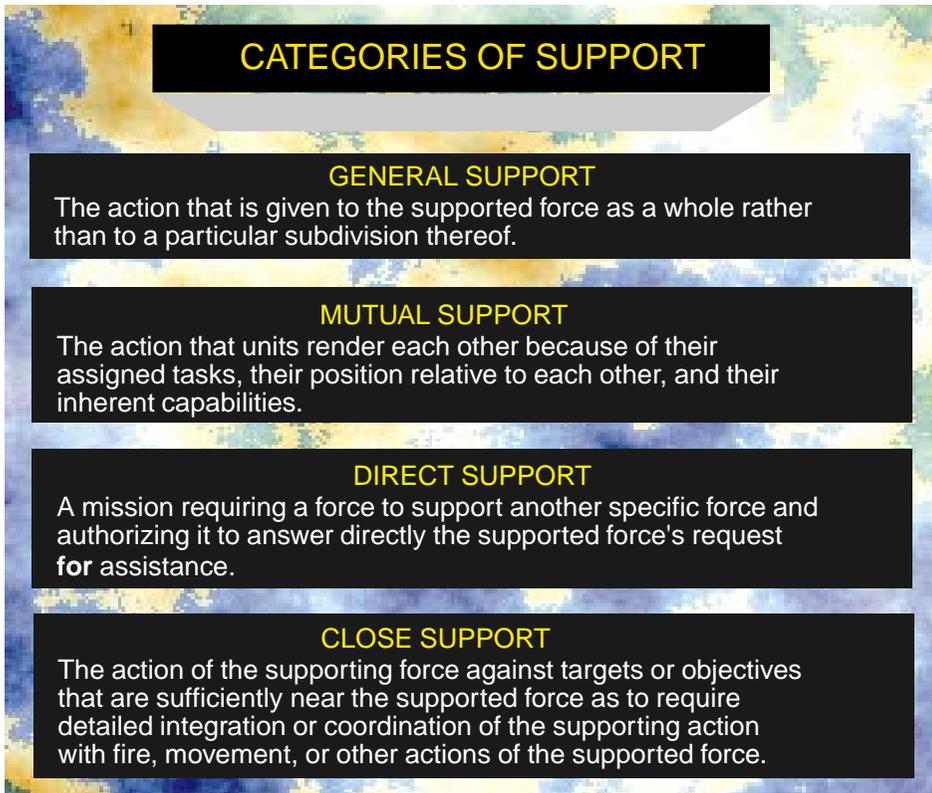


Figure III-4. Categories of Support

## 7. Other Authorities

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

a. **Administrative Control.** ADCON is the **direction or exercise of authority** over subordinate or other organizations **in respect to administration and support** including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, and 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, US Code. This is the authority necessary to fulfill Military Department statutory responsibilities for administration and support. **ADCON may be delegated to and exercised by commanders of Service forces assigned to a combatant commander at any echelon at or below the level of Service component command.** ADCON is subject to the command authority of combatant commanders.

b. **Coordinating Authority.** Coordinating authority may be **exercised by commanders or individuals at any echelon at or below the level of combatant command.** Coordinating authority is the authority delegated to a commander

or individual for coordinating specific functions and activities involving forces of **two or more Military Departments** or **two or more forces of the same Service.** 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 task to be coordinated will be 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** is based on the missions and capabilities of the commands or organizations involved.

c. **Direct Liaison Authorized.** DIRLAUTH is 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. 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.

# CHAPTER IV

## DOCTRINE AND POLICY FOR JOINT COMMANDS

*“An army should have but one chief; a greater number is detrimental.”*

Niccolo Machiavelli: *Discorsi*, xv, 1531

### SECTION A. DOCTRINE AND POLICY FOR ESTABLISHING JOINT COMMANDS

#### 1. General

Joint forces are established at **three levels**: unified commands, subordinate unified commands, and joint task forces.

a. **Authority to Establish.** In accordance with the Unified Command Plan, **combatant commands are established by the President** through the Secretary of Defense, with the advice and assistance of the Chairman of the Joint Chiefs of Staff. **Commanders of unified commands** may establish **subordinate unified commands** when so authorized by the Secretary of Defense through the Chairman of the Joint Chiefs of Staff. **Joint task forces** can be established by the Secretary of Defense, a combatant commander, subordinate unified commander, or an existing joint task force commander.

b. **Basis for Establishing Joint Forces.** Joint forces can be established on either a geographic area or functional basis.

- **Geographic Area.** Establishing a joint force on a geographic area basis is the most common method to assign responsibility for continuing operations. The commander of a combatant command established on an area basis is assigned a

geographic area by the establishing authority. The title of the areas and their delineation are prescribed in the establishing directive. **A JFC assigned a geographic area is considered an area commander.** Note: Only commanders of combatant commands are assigned AORs. Subordinate joint force commanders are normally JOAs.

- The boundaries defining these AORs are not intended to delineate restrictive geographic AORs. **Commanders may operate forces wherever required** to accomplish their missions.

- The **Unified Command Plan** contains descriptions of the geographic boundaries assigned to combatant commanders. It provides that, unless otherwise directed by the Secretary of Defense, **when significant operations overlap the boundaries of two combatant commands, a joint task force will be formed** and assigned an appropriate JOA. Command of this joint task force will be determined by the NCA and forces transferred to the appropriate combatant commander.

- **Each area commander will be kept apprised of the presence, mission, movement, and duration of stay of forces within the AOR/JOA other than those assigned to the area command.** Also, the area commander will be apprised of the command channels under which these transient forces will function. The authority

directing movement or permanent location of transient forces is responsible for providing this information.

•• **Forces not assigned to an area commander are often assigned missions that require them to cross AOR/JOA boundaries.** In such cases, it is **the duty of the joint force area commander to assist the operations of these forces** to the extent of existing capabilities and consistent with other assigned missions. Area commanders 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 area commander's AOR/JOA to attack the exempted installation or activity.

•• **Transient forces** within the assigned AOR of a combatant commander are **subject to the area commander's orders in some instances**, e.g., for coordination for emergency defense or allocation of local facilities. However, transient forces are **not part of the area commander's command**, and the area commander is **not in their normal chain of command**.

- **Functional.** Sometimes a **joint force based solely on military functions** without respect to a specific geographic region is **more suitable** in order to fix responsibility for certain types of continuing operations (e.g., the unified commands for transportation, space, special operations, and strategic operations). The **commander of a joint force** established on a functional basis is **assigned a functional responsibility** by the establishing authority.

•• When defining functional responsibilities, the focus should be on the **effect desired** or **service provided**. The title of the functional responsibility and its delineation are prescribed in the establishing directive.

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

c. **Organizing Joint Forces.** A JFC has the **authority to organize forces** to best accomplish the assigned mission based on the concept of operations (see Figure IV-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 will **establish subordinate commands, assign responsibilities, establish or delegate appropriate command and support relationships, and establish coordinating instructions for the component commanders**. Sound organization should provide for unity of effort, centralized planning, and decentralized execution. **Unity of effort** is necessary for effectiveness and efficiency. **Centralized planning** is essential for controlling and coordinating the efforts of the forces. **Decentralized execution** is essential because no one commander can control the detailed actions of a large number of units or individuals. **When**

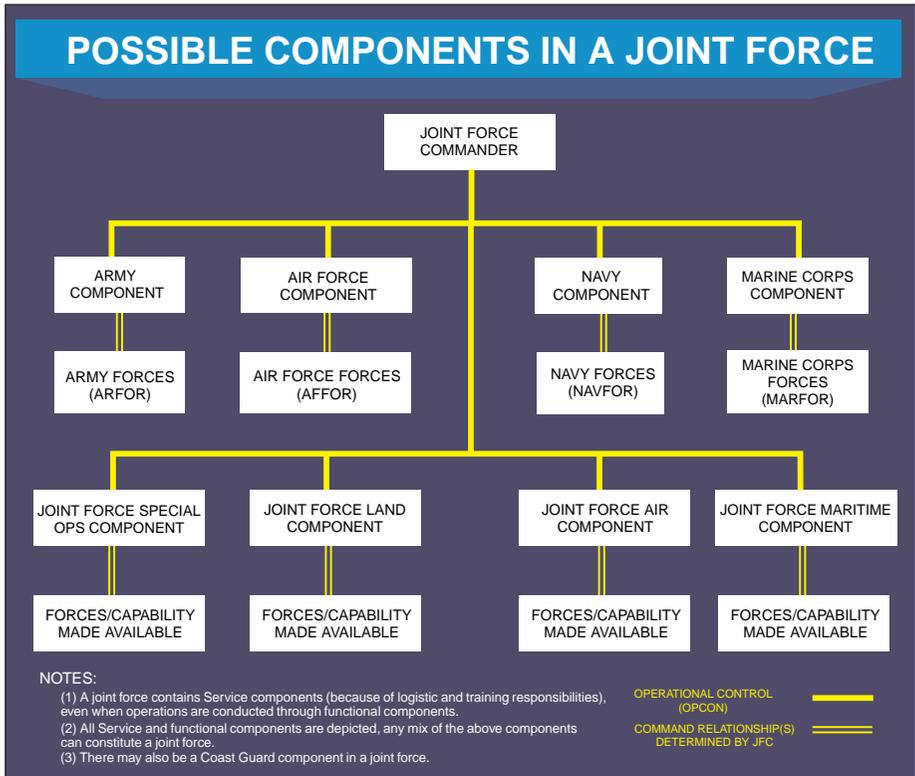


Figure IV-1. Possible Components in a Joint Force

**organizing joint forces with multinational forces, simplicity and clarity** are critical. Complex or unclear command relationships or organization are counterproductive to developing synergy among multinational forces.

- The **composition of the JFC's staff** will reflect the **composition of the joint force** to ensure those responsible for employing joint forces have thorough knowledge of total force capabilities and limitations.
- **All joint forces include Service component commands** because administrative and logistic support for joint forces are provided through Service component commands. **Service forces** may be assigned or attached to subordinate joint forces without the formal creation of a Service

component of that joint force. The JFC also may conduct operations through the Service component commanders or, at lower echelons, Service force commanders. This relationship is appropriate when stability, continuity, economy, ease of long-range planning, and scope of operations dictate organizational integrity of Service forces for conducting operations. (See paragraph 9 below for more information on Service component commands.)

- The JFC can establish **functional component commands to conduct operations**. Functional component commands can be appropriate when **forces from two or more Military Departments must operate in the same dimension or medium or there is a need to accomplish a distinct aspect of the assigned mission**. Joint

force land, air, maritime, and special operations component commanders are examples of functional components. (NOTE: **Functional component commands** are component commands of a joint force and **do not constitute a “joint force”** with the authorities and responsibilities of a joint force as described in this document even when composed of forces from two or more Military Departments.) **When a functional component command employs forces from more than one Service, the functional component commander’s staff must be joint**, and requires advanced planning for efficient operation. Joint staff billets for needed expertise and individuals to fill those billets should be identified, and those individuals should be used when the functional component command is formed for exercises or actual operations. (See paragraph 10 below for more information on functional component commands.)

- Most often, joint forces are organized with a **combination of Service and functional component commands** with operational responsibilities. Joint forces organized with Army, Navy, Air Force, and Marine Corps components will have **special operations forces** (if assigned) organized as a **functional component**. **The JFC defines the authority and responsibilities** of the Service and functional component commanders; however, the Service responsibilities (i.e., administrative and logistic) of the components must be given due consideration by the JFC.
- The JFC has full authority to **assign missions, redirect efforts, and direct coordination** among subordinate commanders. JFCs should allow Service tactical and operational assets and groupings to function generally as

they were designed. The intent is to meet the needs of the JFC while maintaining the tactical and operational integrity of the Service organizations. **The following policy** for command and control of USMC tactical air (TACAIR) in sustained operations ashore recognizes this and deals with Marine air-ground task force (MAGTF) aviation during sustained operations ashore:

- **The MAGTF commander will retain operational control of organic air assets.** The primary mission of the MAGTF air combat element is the support of the MAGTF ground element. During joint operations, the MAGTF air assets will normally be in support of the MAGTF mission. The MAGTF commander will make sorties available to the joint force commander, for tasking through the joint force air component commander, for air defense, long-range interdiction, and long-range reconnaissance. Sorties in excess of MAGTF direct support requirement will be provided to the joint force commander for tasking through the joint force air component commander for the support of other components of the joint force or the joint force as a whole. Nothing herein shall infringe on the authority of the geographic combatant or joint force commander in the exercise of operational control, to assign missions, redirect efforts (e.g., the reappportionment and/or reallocation of any Marine Air-Ground Task Force (MAGTF) TACAIR sorties when it has been determined by the joint force commander that 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 will be covered in the air tasking order. These sorties provide a distinct contribution to the overall joint force effort. The JFC must exercise integrated control of air defense, long-range reconnaissance, and interdiction aspects of the joint operation or theater campaign. Excess sorties are in addition to these sorties.

assigns operations requiring a single-Service force to a Service component); or (f) **specific operational forces** that, because of mission assigned and the urgency of the situation, must remain immediately responsive to the CINC. These options do not in any way limit the commanders’ authority to organize their forces as they see fit.

## 2. Unified Command

A unified command is a **command with broad continuing missions under a single commander** and is composed of forces from two or more Military Departments, established by the President, through the Secretary of Defense, with the advice and assistance of the Chairman of the Joint Chiefs of Staff (see Figure IV-2). The unified commander can adapt a **command structure** using any of the following **six options**: (a) **subordinate unified command**; (b) **joint task force**; (c) **functional component**; (d) **Service component**; (e) **single-Service force** (normally the CINC

a. Unless authorized by the Secretary of Defense, the **commander of a unified command will not act as the commander of a subordinate command**.

b. **Criteria for Establishing a Unified Command.** When either or both of the following criteria apply generally to a situation, a **unified command normally is required to secure the necessary unity of effort**:

- A broad continuing mission exists requiring execution by significant forces of two or more Military Departments and necessitating a single strategic direction.

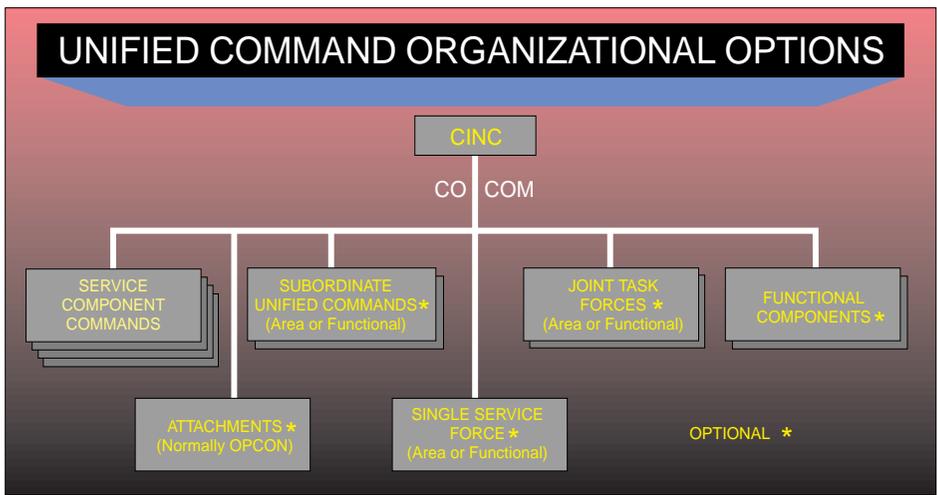


Figure IV-2. Unified Command Organizational Options

- Any combination of the following exists and significant forces of two or more Military Departments are involved:
  - A large-scale operation requiring positive control of tactical execution by a large and complex force.
  - A large geographic or functional area requiring single responsibility for effective coordination of the operations therein.
  - Necessity for common utilization of limited logistic means.
- c. The **commander of a unified command** will have a **joint staff** (see guidance in Section B of this chapter). Normally, a member of the joint staff will not also function as the commander of a subordinate force. The commander of a unified command has the authority to **communicate to the Services** his views on the nomination of senior officers serving in the command for immediate follow-on assignment, further joint assignments, and promotion potential.
- d. **Primary Responsibilities of the Commander of a Unified Command.** The combatant commanders are responsible for the development and production of joint operation plans. During peacetime, they act to deter war and prepare for war by planning for the transition to war and military operations other than war. During war, they plan and conduct campaigns and major operations to accomplish assigned missions. **Combatant command responsibilities include** (See also Chapter I, “Doctrine, Principles, and Policy Governing Unified Direction of Forces,” para 8; Chapter II, “Functions of the Department of Defense and Its Major Components,” Section D; and Chapter III, “Command Relationships,” para 3):
  - **Planning and conducting military operations** in response to crises, to include the security of the command and protection of the United States, its possessions and bases against attack or hostile incursion. The Joint Strategic Capabilities Plan tasks the combatant commanders to prepare joint operation plans that may be operation plans (OPLANs), concept plans with or without Time-Phased Force and Deployment Data, or functional plans. (See Joint Pub 5-0, “Doctrine for Planning Joint Operations,” for more information on joint planning.)
  - **Maintain the preparedness of the command** to carry out missions assigned to the command.
  - **Carry out assigned missions, tasks, and responsibilities.**
  - **Assign tasks to, and direct coordination among, the subordinate commands** to ensure unity of effort in the accomplishment of the assigned missions.
  - **Communicate directly with:**
    - The **Chiefs of the Services** on single-Service matters as deemed appropriate.
    - The **Chairman of the Joint Chiefs of Staff** 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.
    - The **Secretary of Defense**, in accordance with applicable directives.

- **Subordinate elements**, including the development organizations, **of the Defense agency or the Military Department** directly supporting the development and acquisition of the combatant commander's command and control system in coordination with the Director of the Defense agency or Secretary of the Military Department concerned.

- Keep the **Chairman of the Joint Chiefs of Staff** promptly **advised of significant events and incidents** that occur in the functional or geographic area of responsibility, particularly those incidents that could create **national or international repercussions**.

e. **Authority of the Commander of a Unified Command in an Emergency**

- In the event of a **major emergency** in the geographic combatant commander's AOR requiring the use of all available forces, the **geographic combatant commander may assume temporary OPCON of all forces in the assigned AOR**, except those forces scheduled for or actually engaged in the execution of specific operational missions under joint OPLANS approved by the Chairman of the Joint Chiefs of Staff that would be interfered with by the contemplated use of such forces. The **commander determines when such an emergency exists** and, on assuming temporary OPCON over forces of another command, immediately **advises the following individual(s)** of the nature and estimated duration of employment of such forces:

- The **Chairman of the Joint Chiefs of Staff**.

- The appropriate **operational commanders**.

- The **Chief of the Service** of the forces concerned.

- The **authority to assume temporary OPCON** of forces in the event of a major emergency **will not be delegated**.

- Unusual circumstances in wartime, emergencies, or crises involving military operations other than war (such as a terrorist incident) may require a **geographic combatant commander to directly exercise COCOM through a shortened chain of command to forces assigned for the purpose of resolving the crisis**. Additionally, the combatant commander can **assume COCOM, in the event of war or an emergency** that prevents control through normal channels, **of security assistance organizations** within the commander's general geographic area of responsibility, or **as directed by the NCA**. All commanders bypassed in such exceptional command arrangements will be kept advised of all directives issued to and reports sent from elements under such exceptional command arrangements. Such arrangements will be terminated as soon as practicable, consistent with accomplishment of the mission.

- f. **Assumption of Temporary Command**. In the temporary absence of a combatant commander from the command, **interim command will pass to the deputy commander**. If a deputy commander has not been designated, interim command will pass to the **next senior officer** present for duty who is eligible to exercise command, regardless of Service affiliation.

### 3. Specified Command

There are currently no specified commands designated. Because the option to create a specified command still exists, the following information is provided. A specified command is a **command that has broad continuing missions** and that is established by the President through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff (see Figure IV-3).

a. **Composition.** Although a specified command **normally is composed of forces from one Military Department**, it may include units and staff representation from other Military Departments.

b. **Transfer of Forces from Other Military Departments.** When units of other Military Departments are transferred (assigned or attached) to the commander of a specified command, the purpose and duration of the transfer will normally be indicated. Such transfer, in itself, does not constitute the specified command as a unified command or a joint task force. If the transfer is major and to be of long

duration, a unified command normally would be established in lieu of a specified command.

c. **Authority and Responsibilities.** The commander of a specified command has the same authority and responsibilities as the commander of a unified command, except that no authority exists to establish subordinate unified commands.

### 4. Subordinate Unified Command

When authorized through the Chairman of the Joint Chiefs of Staff, **commanders of unified commands may establish subordinate unified commands** (also called **subunified commands**) to conduct operations on a continuing basis in accordance with the criteria set forth for unified commands (see Figure IV-4). A subordinate unified command may be established on a **geographical area** or **functional basis**. **Commanders of subordinate unified commands have functions and responsibilities similar to those of the commanders of unified commands** and exercise OPCON of

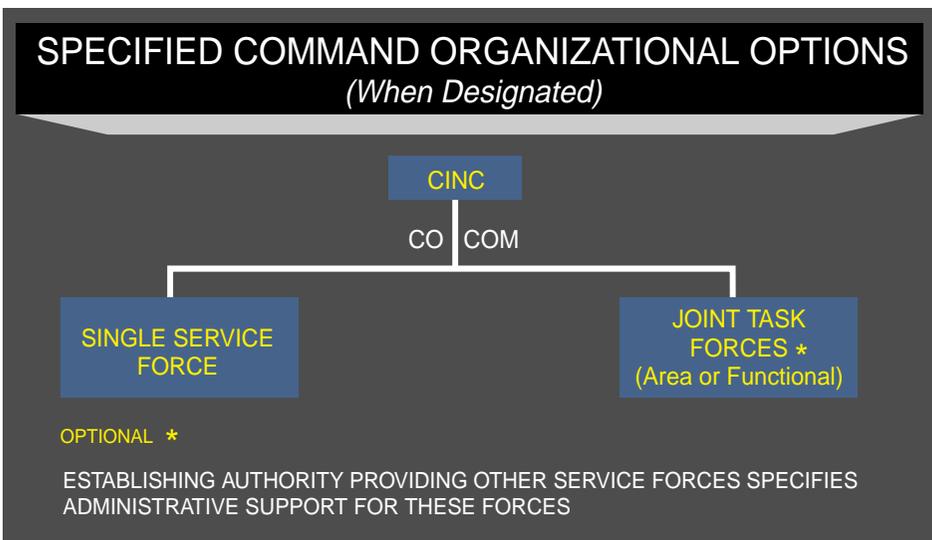


Figure IV-3. Specified Command Organizational Options

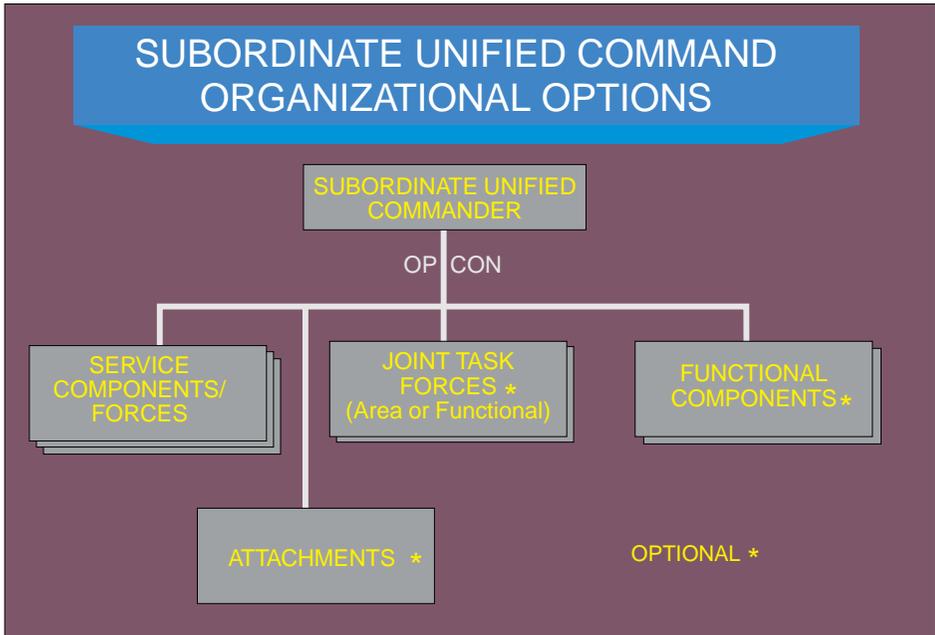


Figure IV-4. Subordinate Unified Command Organizational Options

assigned commands and forces and normally over attached forces within the assigned JOA or functional area. **The commanders of components or Service forces of subordinate unified commands have responsibilities and missions similar to those listed for component commanders within a unified command.** The Service component commanders of a subordinate unified command will normally communicate directly with the commanders of the Service component command of the unified command on Service-specific matters and inform the commander of the subordinate unified command as that commander directs.

## 5. Joint Task Force

As shown in Figure IV-5, a **joint task force (JTF)** is a **joint force** that is constituted and so designated by the Secretary of Defense, a combatant commander, a subordinate unified command commander, or an existing joint

task force commander. (A naval force consisting of Navy and Marine Corps forces does not by itself constitute a joint task force.)

a. A JTF may be established on a **geographical area** or **functional basis** when the mission has a **specific limited objective** and does **not require overall centralized control of logistics**. The mission assigned to a JTF should require execution of responsibilities involving a joint force on a significant scale and close integration of effort, or should require coordination within a subordinate area or coordination of local defense of a subordinate area. A JTF is **dissolved by the proper authority** when the purpose for which it was created has been achieved or when it is no longer required.

b. **The authority establishing a JTF designates the commander and assigns the mission and forces.**

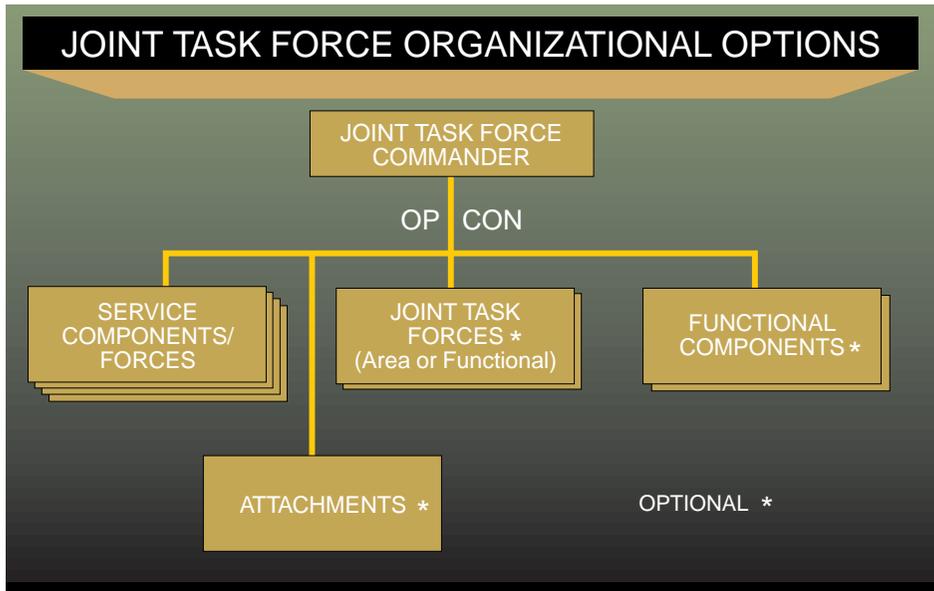


Figure IV-5. Joint Task Force Organizational Options

c. The commander of a JTF **exercises OPCON** over assigned and normally over attached forces. The commander is responsible for making **recommendations to the superior commander** on the proper employment of assigned and attached forces and for accomplishing such operational missions as may be assigned by the establishing commander. JTF commanders are also responsible to the establishing commander for the **conduct of joint training of assigned forces**.

d. The JTF commander may also be a **Service component commander**. When this is the case, the commander also has the responsibilities associated with Service component command for the forces belonging to the parent Service.

e. The commander of a joint task force will have a **joint staff** with appropriate members in key positions of responsibility from each Service or functional component having significant forces assigned to the command.

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

### 6. Commander Responsibilities

a. **Responsibilities of a Superior Commander.** Although specific responsibilities will vary, **every superior commander possesses the general responsibilities to provide the following:**

- **Timely communication** of clear-cut missions or tasks, together with the role of each subordinate in the superior's plan. Tasks must be realistic and leave the subordinate as much freedom of execution as possible.
- **Forces and other means** in a timely manner to immediate subordinates for accomplishing assigned tasks. This includes the requisite time to plan and prepare for military action.

- **All available information** to subordinates that bears on the changing situation including changes in plans, missions and tasks; resources; and friendly, enemy, and environmental situations.
- To **delegate authority** to subordinates commensurate with their responsibilities.

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

- **The accomplishment of missions or tasks** assigned by the plans and orders of the superior. Wide latitude is normally given to the subordinate commander to select the methodology for accomplishing the mission; however, this latitude may be limited by coordinating directives issued by the superior commander to ensure effective joint operations. When required by a changing situation, a subordinate commander may depart in some measure from the plan if the action will not jeopardize friendly forces and is in the best interest of better accomplishing the overall objective. Any such departure from the plan by a subordinate commander should, if possible, be coordinated with other concerned commanders prior to departure from the plan. In addition, the departure must be communicated as soon as practicable to the superior.
- **Advice to the superior commander** regarding employment possibilities of and consequences to the subordinate command, cooperation with appropriate government and

nongovernment agencies, and other matters of common concern.

- **Timely information to the superior commander** relating to the subordinate commander's situation and progress.

**c. Responsibilities of Adjacent Commanders.** Commanders who share a **common superior** or a **common boundary** possess the responsibility to provide for the following:

- **Consider the impact** of one's own actions or inactions on adjacent commanders.
- **Timely information** to adjacent commanders regarding one's own intentions and actions, as well as those of nonmilitary agencies or of the enemy, which may influence adjacent activity.
- **Support** adjacent commanders as required by the common aim and the unfolding situation.
- **Coordinate the support** provided and received.

## 7. Staff of a Joint Force

*"The military staff must be adequately composed: it must contain the best brains in the fields of land, air and sea warfare, propaganda war, technology, economics, politics and also those who know the peoples' life."*

**General Erich von Ludendorff,  
Total War (1935)**

A **joint staff** should be established for **commands comprised of more than one Service**. The staff of the commander of a combatant command, subordinate unified command, JTF, or subordinate functional component (when a functional component

command will employ forces from more than one Service) must be composed of Service members that **comprise significant elements** of the joint force. Positions on the staff should be divided so that **Service representation** and **influence** generally reflect the **Service composition** of the force.

### a. Basic Doctrine

- A JFC is authorized to **organize the staff** and **assign responsibilities** to individual Service members assigned to the staff as deemed necessary to ensure **unity of effort** and **accomplishment of assigned missions**.
- A joint staff should be reasonably **balanced** as to **numbers, experience, influence of position, and rank of the members** among the Services concerned. In determining the composition of a joint staff, due regard should be given to the **composition of the forces** and the **character of the contemplated operations** to ensure the commander's staff understands the capabilities, needs, and limitations of each component part of the force. The **number of personnel** on a joint staff should be kept to the **minimum** consistent with the task to be performed. For the staff to function smoothly and properly, the personnel who compose the joint staff should be assigned to it long enough to gain experience and be effective.
- **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.
- The commander of a force for which a joint staff is established should ensure that the **recommendations of any member** of the staff **receive consideration**.
- **The degree of authority to act in the name of and for the commander is a matter to be specifically prescribed by the commander.**
- **Orders and directives** from a higher to a subordinate command should be **issued in the name of the commander** of the higher command **to the commander 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. Command and control of nuclear forces is an example of one such exception.
- To expedite the execution of orders and directives and to promote teamwork between commands, **a commander may authorize his staff officers to communicate directly with appropriate staff officers of other commands** concerning the details of plans and directives that have been received or are to be issued.
- **Each staff division must coordinate its actions and planning with the other staff divisions concerned** and keep them currently informed of actions taken and the progress achieved. Normally, each of the general joint staff divisions is assigned responsibility for a particular type of problem and subject and for coordinating the work of the special staff divisions and other agencies of the staff that relate to that problem or subject.
- **Joint staff divisions and special staff sections** should be **limited** to those functions for which the JFC is

responsible or that require the commander's general supervision in the interest of unity of effort.

- The authority that establishes a joint force should make the provisions for **furnishing necessary personnel** for the commander's staff.

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

- **Principal Staff Officer.** The **Chief of Staff** functions as the **principal staff officer, assistant, and adviser** to the commander. The Chief of Staff coordinates and directs the work of the staff divisions. One or more **deputies** to the Chief of Staff and a **secretary** of the staff may be provided to assist the Chief of Staff in the performance of assigned duties. A deputy Chief of Staff should normally be from a Service other than that of the Chief of Staff. The secretary of the staff is the executive in the office of the Chief of Staff and is responsible for routing and forwarding correspondence and papers and maintaining office records.
- **Personal Staff Group of the Commander.** The **commander's personal staff perform duties prescribed by the commander and are responsible directly to the commander.** This group, normally composed of **aides** to the commander and **staff officers** handling special matters over which the commander wishes to exercise close personal control, will usually include a political adviser and a public affairs officer.
- **Special Staff Group.** The special staff group consists of **representatives of technical or administrative services**

and can include representatives from government or nongovernment agencies. The general functions of the special staff include **furnishing technical, administrative, and tactical advice and recommendations** to the commander 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 Service forces, this group should be small to avoid unnecessary duplication of corresponding staff sections or divisions within the Service component headquarters. When a commander'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.

- **Joint Force Staff Divisions.** The general or joint staff group is made up of **staff divisions** corresponding to the major functions of command, such as **personnel, intelligence, operations, logistics, plans, and command, control, communications, and computers (C4) systems.** The head of each staff division may be designated as a **Director** or as an **Assistant Chief of Staff.** The Directors or Assistant Chiefs of Staff provide staff super-vision for the commander of all activities pertaining to their respective functions.

•• **Manpower and Personnel Division (J-1).** The Manpower and Personnel Division is charged with **manpower management**, the formulation of **personnel policies**, and **supervision** of the administration of personnel of the command (including civilians under the supervision or control of the command), and enemy prisoners of war. Because many of the problems confronting this division are necessarily of a single-Service nature, the division should consider the established policies of the Military Departments.

•• **Intelligence Division (J-2).** The primary function of the Intelligence Division is to support the commander and the staff by ensuring the **availability of reliable intelligence** and timely **indications and warnings** on the characteristics of the area. Within the scope of the essential elements of information, the Intelligence Division actively participates in joint staff planning and in planning, coordinating, directing, integrating, and controlling a concentration of intelligence efforts on the proper enemy items of intelligence interest at the appropriate time. The J-2 also ensures adequate intelligence collection and reporting to disclose enemy capabilities and intentions as quickly as possible. The J-2 is responsible for the operation of the **Joint Intelligence Center** for the joint force commander.

•• **Operations Division (J-3).** The Operations Division assists the commander in the discharge of assigned responsibility for the **direction and control of operations**, beginning with planning and follow-through until specific operations are completed. In this

capacity the division **plans, coordinates, and integrates** operations. The flexibility and range of modern forces require close coordination and integration for effective unity of effort. When the joint staff includes a Plans Division (J-5), it also performs the long-range or future planning responsibilities. The J-3 is responsible for the operation of the **Joint Operations Center** for the joint force commander.

•• **Logistics Division (J-4).** The Logistics Division is charged with the **formulation of logistic plans** and with the **coordination and supervision** of supply, maintenance, repair, evacuation, transportation, engineering, salvage, procurement, health services, mortuary affairs, communications system support, security assistance, host-nation support, and related logistic activities. Because many of the problems confronting this division are necessarily of a single-Service nature, the established policies of the Military Departments should be considered. This division is responsible for **advising the commander** of the **logistic support** that can be provided for proposed courses of action. In general, this division formulates policies to ensure **effective logistic support** for all forces in the command and **coordinates execution** of the commander's policies and guidance.

•• **Plans and Policy Division (J-5).** The Plans and Policy Division assists the commander in **long-range or future planning, preparation of campaign and joint operation plans**, and **associated estimates** of the situation. The Plans and Policy Division may contain an analytic cell that conducts simulations and analyses

to assist the commander in plans preparation activities, or such a cell may be established as a special staff division or section. When the commander does not organize a separate Plans and Policy Division, the planning functions are performed by the Operations Division.

- **Command, Control, Communications, and Computer Systems Division (J-6).** This division assists the commander in all responsibilities for **communications, electronics, and automated information systems.** This includes development and integration of C4 **architectures and plans** which support the command's operational and strategic requirements, as well as **policy and guidance for implementation and integration** of interoperable C4 systems to exercise command in the execution of the mission. When a commander does not organize a separate C4 systems division, these functions may be performed by the Operations Division or by a special staff division or section.

## 8. 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 **continuing cycle**, which is repeated when the situation changes significantly. The cycle may be deliberate or rapid, depending on the time available. However, effective decisionmaking and follow-through require that the basic process be understood by all commanders and staff officers and adapted to the prevailing situation. Although the scope and details will vary with the level and

function of the command, **the purpose is constant: analyze the situation and need for action; determine the course of action best suited for mission accomplishment; and carry out that course of action**, with adjustments as necessary, while **continuing to assess** 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 enemy 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 courses of action. The staff then analyzes these courses of action 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. A format as depicted in Joint Pub 3-0, “Doctrine for Joint Operations,” may be used as a checklist to assist the staff and commander during the preparation of estimates and directives. Simulation and analysis capabilities can assist in correlation of friendly and enemy strengths and weaknesses, as well as in analysis of courses of action.

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** that contribute to the common goal. Then the **commander** is responsible for carrying out the mission to **successful conclusion**, using supporting staff studies, coordination, and analysis relating to:

- Supervision of the conduct of operations.

- Changes to orders, priorities, and apportionment of support.
- Commitment and reconstitution of the reserve.
- After mission attainment, consolidation and refit in preparation for the next task.

### 9. Service Component Commands

A combatant command-level Service component command **consists of the Service component commander and all the Service forces**, such as individuals, units, detachments, organizations, and installations, including the support forces, **that have been assigned to a combatant command** or further assigned to a subordinate unified command or joint task force (forces assigned to the combatant commands are identified in the “Forces for Unified Commands” memorandum signed by the Secretary of Defense). Other individuals, units, detachments, organizations, or installations may operate directly under the Service component commander and contribute to the mission of the JFC. When a Service command is designated as the “Service component” to **multiple combatant commanders, the commander and only that portion of the commander’s assets assigned to a particular CINC are under the command authority of that particular CINC.**

a. **Designation of Service Component Commanders.** With the exception of the commander of a combatant command and members of the command’s joint staff, **the senior officer of each Service** assigned to a combatant command 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 combatant command is subject to the concurrence of the combatant commander.

b. **Responsibilities of Service Component Commanders.** Service component commanders have responsibilities that **derive from their roles in fulfilling the Services’ support function.**

The JFC also may conduct operations through the Service component commanders or, at lower echelons, Service force commanders. In the event that operational control of Service component forces is delegated by the JFC to a Service component commander of a subordinate joint force command, the authority of the Service component of the superior JFC is described as administrative control that includes responsibilities for certain Service-specific functions. **Service component commanders are responsible to the JFC for the following:**

- **Making recommendations to the JFC on the proper employment** of the forces of the Service component.
- **Accomplishing such operational missions** as may be assigned.
- **Selecting and nominating specific units** of the parent Service component **for assignment to other subordinate forces.** Unless otherwise directed, these units revert to the Service component commander’s control when such subordinate forces are dissolved.
- **Conducting 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.

- **Informing their JFC** (and their combatant commander, if affected) **of planning for changes in logistic support** that would significantly affect operational capability or sustainability sufficiently early in the planning process for the JFC to evaluate the proposals prior to final decision or implementation. If the combatant commander does not approve the proposal and discrepancies cannot be resolved between the combatant commander and the Service component commander, the combatant commander will forward the issue through the Chairman of the Joint Chiefs of Staff to the Secretary of Defense for resolution. Under crisis action or wartime conditions, and where critical situations make diversion of the normal logistic process necessary, Service component commanders will implement directives issued by the combatant commander.
- **Developing program and budget requests** that comply with combatant commander guidance on warfighting requirements and priorities. The Service component commander will provide to the combatant commander a copy of the program submission prior to forwarding it to the Service headquarters. The Service component commander will keep the combatant commander informed of the status of combatant commander requirements while Service programs are under development.
- **Informing the combatant commander** (and any intermediate JFCs) **of program and budget decisions** that may affect joint operation planning. The Service component commander will inform the combatant commander of such decisions and of program and budget changes in a timely manner during the process in order to permit the combatant commander to express his views before final decision. The Service component commander will include in this information Service rationale for nonsupport of the combatant commander's requirements.
- **Providing**, as requested, **supporting joint operation and exercise plans** with necessary force data to support missions that may be assigned by the combatant commander.
  - c. **Service component commanders in joint forces at any level within a combatant command are responsible to the combatant command-level Service component commander for the following:**
    - **Internal administration and discipline.**
    - **Training** in own Service doctrine, tactical methods, and techniques.
    - **Logistic functions** normal to the command, except as otherwise directed by higher authority.
    - **Service intelligence matters and oversight of intelligence activities** to ensure compliance with the laws, policies, and directives.
  - d. **Communication With a Chief of Service.** Unless otherwise directed by the combatant commander, the Service component commander will communicate through the combatant command on those matters over which the combatant commander exercises COCOM or directive authority. **On Service specific matters** such as personnel, administration, and unit training, the **Service component commander will normally communicate directly with the Chief of the Service,**

informing the combatant commander as the combatant commander directs.

e. **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 Military Departments, subject to the directive authority of the combatant commander. Joint force transportation policies will comply with the guidelines established in the Defense Transportation System.

### 10. Functional Component Commands

Combatant commanders and commanders of subordinate unified commands and JTFs have the **authority to establish functional component commands to control military operations.** Functional component commanders have **authority over forces or military capability** made available to them. Functional component commands may be established across the range of military operations **to perform operational missions** that may be 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. (NOTE: Functional component commands are component commands of a joint force and **do not constitute a “joint force”** with the authorities and responsibilities of a joint force as described in this document even when composed of forces from two or more Military Departments.)

a. 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 will

be designated as the functional component commander; however, the JFC will always consider the mission, nature and duration of the operation, force capabilities, and the command and control capabilities in selecting a commander.

b. The **responsibilities and authority** of a functional component command must be **assigned by the establishing JFC.** The establishment of a functional component commander must not affect the command relationships between Service component commanders and the JFC.

c. The **JFC must designate the military capability that will be made available for tasking** by the functional component commander and the **appropriate command relationship(s)** the functional component commander will exercise (e.g., **a joint force special operations component commander** normally has **OPCON** of assigned forces and **a joint force air component commander** is normally delegated **TACON** of the sorties or other military capability made available).

d. The commander of a functional component command is **responsible for making recommendations to the establishing commander** on the proper employment of the military capability made available to accomplish the assigned responsibilities.

e. **The functional component commander will normally be a Service component commander.** As a Service component commander, the functional component commander also has the **responsibilities associated with Service component command for those assigned forces.** When a functional component command is composed of forces of two or more Services, the functional component commander must be cognizant of the

**constraints imposed by logistic factors** on the capability of the assigned forces and the **responsibilities retained by the Service component commanders**.

f. When a functional component command will employ forces from more than one Service, **the functional component commander's staff should reflect the composition of the functional component command** in order 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.

## SECTION C. DISCIPLINE AND PERSONNEL ADMINISTRATION

### 11. Responsibility

a. **Joint Force Commander.** The JFC is responsible for the **discipline and administration of military personnel assigned to the joint organization**. In addition to the administration and disciplinary authority exercised by subordinate JFCs, a combatant commander may prescribe procedures by which the senior officer of a Service assigned to the headquarters element of a joint organization may exercise administrative and nonjudicial punishment authority over personnel of the same Service assigned to the same joint organization.

b. **Service Component Commander.** Each Service component commander in a combatant command is primarily responsible for the **internal administration and discipline** of that Service's component forces, subject to Service regulations and directives established by the combatant commander. The JFC exercises disciplinary authority vested in the JFC by law, Service regulations, and superior authority in the chain of command.

c. **Method of Coordination.** The JFC should normally **exercise administrative and disciplinary authority through the Service component commanders** to the extent practicable. When this is impracticable, the JFC may establish **joint agencies responsible directly to the JFC** to advise or make recommendations on matters placed within their jurisdiction or, if necessary, to carry out the directives of a superior authority. A **joint military police force** is an example of such an agency.

### 12. Uniform Code of Military Justice

**The UCMJ provides the basic law for discipline of the Armed Forces. The Manual for Courts-Martial (MCM), United States (as amended), prescribes the rules and procedures governing military justice.** Pursuant to the authority vested in the President under article 22(a), UCMJ, and in Rules for Courts-Martial (RCM) 201(e)(2)(a) of the MCM, 1984, combatant commanders are given courts-martial jurisdiction over members of any of the Armed Forces. Pursuant to article 23(a)(6), UCMJ, subordinate JFCs of a detached command or unit have special courts-martial convening authority. Under RCM 201(e)(2)(c), combatant commanders may expressly authorize subordinate JFCs who are authorized to convene special and summary courts-martial to convene such

courts-martial for the trial of members of other Armed Forces.

### 13. Rules and Regulations

Rules and regulations implementing the UCMJ and MCM are, for the most part, of single-Service origin. In a **joint force**, however, the **JFC should publish rules and regulations that establish uniform policies** applicable to all Services' personnel within the joint organization where appropriate. For example, joint rules and regulations should normally be published to cover hours and areas authorized for liberty, apprehension of Service personnel, black market and currency control regulations, and other matters that the JFC deems appropriate.

### 14. Jurisdiction

a. **More Than One Service Involved.** Matters that involve more than one Service or that occur outside a military reservation but within the jurisdiction of the JFC may be handled either by the **JFC** or by the **Service component commander** unless withheld by the JFC.

b. **One Service Involved.** Matters that involve only one Service, and occurring on the military reservation or within the military jurisdiction of that Service component, normally should be handled by the **Service component commander**, subject to Service regulations.

c. **Establishment of Joint Military Police.** The JFC may establish joint police agencies to **ensure consistent enforcement of military discipline** within the joint commander's area of responsibility or joint operations area. Joint police agencies will normally include members of all Services constituting the joint force. Members of the joint police agency will be **authorized to apprehend personnel of any Service**

anywhere within the JFC's AOR/JOA, with due regard to host-nation law and applicable status-of-forces agreements. Establishing a joint police agency does not relieve the Service component commander of responsibility for enforcing discipline on the military reservation or within the military jurisdiction under the component's exclusive control. Responsibility for areas of overlapping disciplinary authority will be specified by the JFC.

d. **Action of Joint Military Police.** An offender apprehended by joint (or other than own Service) military police (or shore patrol) will be **turned over promptly to the offender's commanding officer**, or prompt notice of custody will be sent to the offender's unit or Service authority.

### 15. Trial and Punishment

a. **Convening Courts-Martial.** General courts-martial may be convened by the **commander of a combatant command**. An accused may be tried by a court-martial convened by a member of a different Military Service when the court-martial is convened by a JFC who has been specifically empowered by statute, the President, the Secretary of Defense, or a superior commander under the provisions of the RCM, 201(e)(2) of the MCM, to refer such cases for trial by courts-martial.

b. **Nonjudicial Punishment.** **The JFC may impose nonjudicial punishment upon any military personnel of the command**, unless such authority is limited or withheld by a superior commander. **The JFC will use the regulations of the offender's Service** when conducting nonjudicial punishment proceedings, including punishment, suspension, mitigation, and filing. Except as noted below, appeals and other actions involving review of nonjudicial punishment imposed by a JFC will follow the

appropriate regulations of the offender's Service. **When the combatant commander personally imposes nonjudicial punishment, or is otherwise disqualified from being the appellate authority, appeals will be forwarded to the Chairman of the Joint Chiefs of Staff** for appropriate action by the Secretary of Defense or his designee. Collateral decisions and processing (e.g., personnel and finance actions and unfavorable notations in selection records and personnel files) will be handled in Service channels.

c. **Confinement.** Personnel of any Service may be **confined** in the facilities of any of the Services **while awaiting trial or the results of a trial** if confinement is otherwise authorized by law.

d. **Execution of Punishment.** **Execution of any punishment adjudged or imposed within any Service may be carried out by another Service** under regulations provided by the Secretaries of the Military Departments.

## 16. Morale and Welfare

**In a joint force, the morale and welfare of the personnel of each Service are the responsibility of the Service component commander and the JFC** insofar as they affect the accomplishment of the mission. Morale, welfare, and recreational facilities may be operated either by a single Service or jointly as directed by the combatant commander 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. Facilities that are jointly operated should be available equitably to all Services.

## 17. Awards and Decorations

**Recommendations** for decorations and medals will be **made by the JFC** in accordance with Service regulations or as prescribed by the DOD Manual of Decorations and Awards (DOD 1348.33-M), as applicable. **Recommendations for joint awards** will be processed through **joint channels**. Concurrence of the Chairman of the Joint Chiefs of Staff is required prior to initiating a request for a joint award for a combatant commander. When a member of a joint staff is recommended for a **Service award**, the JFC will **process the recommendation through Service channels**.

## 18. Efficiency and Fitness Reports

The **immediate superior** of an officer in a joint organization is responsible for **preparing and forwarding an efficiency or fitness report** in accordance with the regulations (and on the prescribed form) of the reported member's Service. Completed reports will be forwarded to the reported officer's Service for filing. Letter reports prepared by combatant commanders for component commanders will be forwarded through the Chairman of the Joint Chiefs of Staff to the reported officer's Service.

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## APPENDIX A

### REFERENCES

Joint Pub 0-2 is based on the following primary references:

1. The National Security Act of 1947, as amended.
2. Titles 10 and 32, US Code, as amended.
3. Unified Command Plan.
4. Forces for Unified Commands.
5. Executive Order 12333, 4 December 1981, “United States Agency Intelligence Activities.”
6. DOD Directive 5100.1, 25 September 1987, “Functions of the Department of Defense and its Major Components.”
7. DOD Directive 5100.20, 23 December 1971, “The National Security Agency and the Central Security Service.”
8. DOD Directive 5100.30, 2 December 1971, “World-Wide Military Command and Control System (WWMCCS).”
9. DOD Directive 5105.21, 19 May 1977, “Defense Intelligence Agency.”
10. DOD Directive 5105.40, 6 December 1990, “Defense Mapping Agency (DMA).”
11. DOD Directive 5105.19, 25 June 1991, “Defense Information Systems Agency (DISA).”
12. DOD Directive 5105.31, 24 January 1991, “Defense Nuclear Agency.”
13. The integrated policies and procedures established by the Secretary of Defense for the coordination of the Department of the Army, the Department of the Navy, and the Department of the Air Force.

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# APPENDIX B

## ADMINISTRATIVE INSTRUCTIONS

### 1. User Comments

Users in the field are highly encouraged to submit comments on this publication to the Joint Warfighting Center, Ingalls Road, Bldg 100, 3rd Floor, Attn: Doc Div, Fort Monroe, VA 23651-5000. These comments should address content (accuracy, usefulness, consistency, and organization), writing, and appearance.

### 2. Authorship

The lead agent and Joint Staff doctrine sponsor for this publication is the Director for Operational Plans and Interoperability (J-7).

### 3. Supersession

This publication supersedes JCS Pub 0-2, 1 December 1986, "Unified Action Armed Forces (UNAAF)," with change 1.

### 4. Change Recommendations

- a. Recommendations for urgent changes to this publication should be submitted:

TO: JOINT STAFF WASHINGTON DC//J7-JDD//

Routine changes should be submitted to the Director for Operational Plans and Interoperability (J-7), 7000 Joint Staff Pentagon, Washington, D.C. 20318-7000.

- b. When a Joint Staff directorate submits a proposal to the Chairman of the Joint Chiefs of Staff 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 Military Services and other organizations are requested to notify the Director, J-7, Joint Staff, when changes to source documents reflected in this publication are initiated.

- c. Record of Changes

CHANGE NUMBER	COPY NUMBER	DATE OF CHANGE	DATE ENTERED	POSTED BY	REMARKS
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## 5. Distribution

- a. Additional copies of this publication can be obtained through Service publication centers.
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- c. Additional copies should be obtained from the Military Service assigned administrative support responsibility by DOD Directive 5100.3, 1 November 1988, "Support of the Headquarters of Unified, Specified, and Subordinate Joint Commands."

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Albany, GA 31704-5000

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- d. Local reproduction is authorized and access to unclassified publications is unrestricted. However, access to and reproduction authorization for classified joint publications must be in accordance with DOD Regulation 5200.1-R.

# GLOSSARY

## PART I—ABBREVIATIONS AND ACRONYMS

ADCON	administrative control
AFFOR	Air Force forces
AOR	area of responsibility
ARFOR	Army forces
C4	command, control, communications, and computers
CINC	commander a combatant command; commander in chief
CJCS	Chairman of the Joint Chiefs of Staff
COCOM	combatant command (command authority)
DIA	Defense Intelligence Agency
DIRLAUTH	direct liaison authorized
DLA	Defense Logistics Agency
DMA	Defense Mapping Agency
JFC	joint force commander
JOA	joint operations area
JOPEs	Joint Operation Planning and Execution System
JSPS	Joint Strategic Planning System
JTF	joint task force
MAGTF	Marine air-ground task force
MARFOR	Marine Corps forces
MCM	Manual for Courts-Martial
NATO	North Atlantic Treaty Organization
NAVFOR	Navy forces
NCA	National Command Authorities
NMCS	National Military Command System
OPCON	operational control
OPLAN	operation plan
PPBS	planning, programming, and budgeting system
RCM	Rules for Courts-Martial
TACAIR	tactical air
TACON	tactical control
UCMJ	Uniform Code of Military Justice
UCP	Unified Command Plan
UN	United Nations
UNAAF	Unified Action Armed Forces

## Glossary

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USCINCSOC  
USSOCOM

Commander in Chief, US Special Operations Command  
US Special Operations Command

## PART II--TERMS AND DEFINITIONS

**administrative control.** Direction or exercise of authority over subordinate or other organizations in respect to administration and support, including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations. Also called ADCON. (Joint Pub 1-02)

**area of responsibility.** 1. The geographical area associated with a combatant command within which a combatant commander has authority to plan and conduct operations. 2. In naval usage, a predefined area of enemy terrain for which supporting ships are responsible for covering by fire on known targets or targets of opportunity and by observation. Also called AOR. (Joint Pub 1-02)

**armed forces.** The military forces of a nation or a group of nations. (Joint Pub 1-02)

**assign.** 1. To place units or personnel in an organization where such placement is relatively permanent, and/or where such organization controls and administers the units or personnel for the primary function, or greater portion of the functions, of the unit or personnel. 2. To detail individuals to specific duties or functions where such duties or functions are primary and/or relatively permanent. See also attach. (Joint Pub 1-02)

**attach.** 1. The placement of units or personnel in an organization where such placement is relatively temporary. 2. The detailing of individuals to specific functions where such functions are

secondary or relatively temporary, e.g., attached for quarters and rations; attached for flying duty. See also assign. (Joint Pub 1-02)

**boundary.** A line which delineates surface areas for the purpose of facilitating coordination and deconfliction of operations between adjacent units, formations, or areas. (Joint Pub 1-02)

**campaign.** A series of related military operations aimed at accomplishing a strategic or operational objective within a given time and space. See also campaign plan. (Joint Pub 1-02)

**campaign plan.** A plan for a series of related military operations aimed at accomplishing a strategic or operational objective within a given time and space. See also campaign. (Joint Pub 1-02)

**chain of command.** The succession of commanding officers from a superior to a subordinate through which command is exercised. Also called command channel. (Joint Pub 1-02)

**change of operational control.** The date and time (Coordinated Universal Time) at which a force or unit is reassigned or attached from one commander to another where the gaining commander will exercise operational control over that force or unit. Also called CHOP. (Joint Pub 1-02)

**close support.** That action of the supporting force against targets or objectives which 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. (Joint Pub 1-02)

**coalition.** An ad hoc arrangement between two or more nations for common action. (Joint Pub 1-02)

**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. Combatant commands typically have geographic or functional responsibilities. (Joint Pub 1-02)

**combatant command (command authority).** Nontransferable command authority established by title 10 (“Armed Forces”), United States Code, section 164, exercised only by commanders of unified or specified combatant commands unless otherwise directed by the President or the Secretary of Defense. Combatant command (command authority) cannot be delegated and is the authority 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. Combatant command (command authority) should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Combatant command (command authority) provides full authority to organize and employ commands and forces as the combatant commander considers necessary to accomplish assigned missions. Operational control is inherent in combatant command

(command authority). Also called COCOM. See also combatant command; combatant commander; operational control; tactical control. (Joint Pub 1-02)

**combatant commander.** A commander in chief of one of the unified or specified combatant commands established by the President. (Joint Pub 1-02)

**combined.** Between two or more forces or agencies of two or more allies. (When all allies or services are not involved, the participating nations and services shall be identified; e.g., Combined Navies.) (Joint Pub 1-02)

**command.** 1. The authority that a commander in the Military Service lawfully exercises over subordinates by virtue of rank or assignment. Command includes the authority and responsibility for effectively using available resources and for planning the employment of, organizing, directing, coordinating, and controlling military forces for the accomplishment of assigned missions. It also includes responsibility for health, welfare, morale, and discipline of assigned personnel. 2. An order given by a commander; that is, the will of the commander expressed for the purpose of bringing about a particular action. 3. A unit or units, an organization, or an area under the command of one individual. See also combatant command; combatant command (command authority). (Joint Pub 1-02)

**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. Command and control functions are performed through an arrangement of personnel, equipment, communications, facilities, and procedures employed by a commander in

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planning, directing, coordinating, and controlling forces and operations in the accomplishment of the mission. Also called C2. (Joint Pub 1-02)

**command relationships.** The interrelated responsibilities between commanders, as well as the authority of commanders in the chain of command. (Joint Pub 1-02)

**communications.** A method or means of conveying information of any kind from one person or place to another. (Joint Pub 1-02)

**component.** 1. One of the subordinate organizations that constitute a joint force. Normally a joint force is organized with a combination of Service and functional components. 2. In logistics, a part or combination of parts having a specific function that can be installed or replaced only as an entity. (Joint Pub 1-02)

**coordinating authority.** A commander or individual assigned responsibility for coordinating specific functions or activities involving forces of two or more Military Departments or two or more forces of the same Service. The commander or individual has the authority to require consultation between the agencies involved, but does not have the authority to compel agreement. In the event that essential agreement cannot be obtained, the matter shall be referred to the appointing authority. Coordinating authority is a consultation relationship, not an authority through which command may be exercised. Coordinating authority is more applicable to planning and similar activities than to operations. (Joint Pub 1-02)

**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. Direct liaison authorized is more applicable to planning than operations and always carries with it the requirement of keeping the commander granting direct liaison authorized informed. Direct liaison authorized is a coordination relationship, not an authority through which command may be exercised. Also called DIRLAUTH. (Joint Pub 1-02)

**direct support.** A mission requiring a force to support another specific force and authorizing it to answer directly the supported force's request for assistance. (Joint Pub 1-02)

**doctrine.** Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application. (Joint Pub 1-02)

**executive agent.** A term used in Department of Defense and Service regulations to indicate a delegation of authority by a superior to a subordinate to act on behalf of the superior. An agreement between equals does not create an executive agent. For example, a Service cannot become a Department of Defense executive agent for a particular matter with simply the agreement of the other Services; such authority must be delegated by the Secretary of Defense. Designation as executive agent, in and of itself, confers no authority. The exact nature and scope of the authority delegated must be stated in the document designating the executive agent. An executive agent may be limited to providing only administration and support or coordinating common functions, or it may be delegated authority, direction, and control over specified resources for specified purposes. (Joint Pub 1-02)

**functional component command.** A command normally, but not necessarily, composed of forces of two or more Military Departments which may be established across the range of military operations to perform particular operational missions that may be of short duration or may extend over a period of time. (Joint Pub 1-02)

**general support.** That support which is given to the supported force as a whole and not to any particular subdivision thereof. (Joint Pub 1-02)

**joint.** Connotes activities, operations, organizations, etc., in which elements of two or more Military Departments participate. (Joint Pub 1-02)

**joint force..** A general term applied to a force composed of significant elements, assigned or attached, of two or more Military Departments, operating under a single commander authorized to exercise operational control. (Joint Pub 1-02)

**joint force commander.** A general term applied to a combatant commander, subunified commander, or joint task force commander authorized to exercise combatant command (command authority) or operational control over a joint force. Also called JFC. (Joint Pub 1-02)

**joint operations.** A general term to describe military actions conducted by joint forces, or by Service forces in relationships (e.g., support, coordinating authority), which, of themselves, do not create joint forces. (Joint Pub 1-02)

**joint operations area.** An area of land, sea, and airspace, defined by a geographic combatant commander or subordinate unified commander, in which a joint force commander (normally a joint task force commander) conducts military operations

to accomplish a specific mission. Joint operations areas are particularly useful when operations are limited in scope and geographic area or when operations are to be conducted on the boundaries between theaters. (Joint Pub 1-02)

**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), which includes members from the several Services comprising the force. These members should be assigned in such a manner as to ensure that the commander understands the tactics, techniques, capabilities, needs, and limitations of the component parts of the force. Positions on the staff should be divided so that Service representation and influence generally reflect the Service composition of the force. 2. (capitalized as Joint Staff) The staff under the Chairman of the Joint Chiefs of Staff as provided for in the National Security Act of 1947, as amended by the Goldwater-Nichols Department of Defense Reorganization Act of 1986. The Joint Staff assists the Chairman and, subject to the authority, direction, and control of the Chairman, the other members of the Joint Chiefs of Staff and the Vice Chairman in carrying out their responsibilities. (Joint Pub 1-02)

**joint task force.** A joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subunified commander, or an existing joint task force commander. Also called JTF. (Joint Pub 1-02)

**multinational operations.** A collective term to describe military actions conducted by forces of two or more nations, typically organized within the

structure of a coalition or alliance. (Joint Pub 1-02)

**Military Department.** One of the departments within the Department of Defense created by the National Security Act of 1947, as amended. (Joint Pub 1-02)

**Military Service.** A branch of the Armed Forces of the United States, established by act of Congress, in which persons are appointed, enlisted, or inducted for military service, and which operates and is administered within a military or executive department. The Military Services are: the United States Army, the United States Navy, the United States Air Force, the United States Marine Corps, and the United States Coast Guard. (Joint Pub 1-02)

**mutual support.** That support which 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. (Joint Pub 1-02)

**National Command Authorities.** The President and the Secretary of Defense or their duly deputized alternates or successors. Also called NCA. (Joint Pub 1-02)

**operational authority.** That authority exercised by a commander in the chain of command, defined further as combatant command (command authority), operational control, tactical control, or a support relationship. (Joint Pub 1-02)

**operational control.** Transferable command authority that may be exercised by commanders at any echelon at or below the level of combatant command. Operational control is inherent in combatant command

(command authority). Operational control may be delegated and 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. Operational control includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command. Operational control should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Operational control normally provides full authority to organize commands and forces and to employ those forces as the commander in operational control considers necessary to accomplish assigned missions. Operational control does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training. Also called OPCON. (Joint Pub 1-02)

**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 the 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. See also component; functional component command. (Joint Pub 1-02)

**specified command.** A command that has a broad, continuing mission, normally functional, and is established by the

President through the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff. It normally is composed of forces from a single Military Department. Also called specified combatant command. (Joint Pub 1-02)

**subordinate unified command.** A command established by commanders of unified commands, when so authorized 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. A subordinate unified command may be established on an area or functional basis. Commanders of subordinate unified commands have functions and responsibilities similar to those of the commanders of unified commands and exercise operational control of assigned commands and forces within the assigned joint operations area. Also called subunified command. (Joint Pub 1-02)

**supported commander.** The commander having primary responsibility for all aspects of a task assigned by the Joint Strategic Capabilities Plan or other joint operation planning authority. In the context of joint operation planning, this term refers to the commander who prepares operation plans or operation orders in response to requirements of the Chairman of the Joint Chiefs of Staff. (Joint Pub 1-02)

**supporting commander.** A commander who provides augmentation forces or other support to a supported commander or who develops a supporting plan. Includes the designated combatant commands and Defense agencies as appropriate. (Joint Pub 1-02)

**tactical control.** Command authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed and, usually, local direction and control of movements or maneuvers necessary to accomplish missions or tasks assigned. Tactical control is inherent in operational control. Tactical control may be delegated to, and exercised at any level at or below the level of combatant command. Also called TACON. (Joint Pub 1-02)

**tactics.** 1. The employment of units in combat. 2. The ordered arrangement and maneuver of units in relation to each other and/or to the enemy in order to use their full potentialities. (Joint Pub 1-02)

**transient forces.** Forces which pass or stage through, or base temporarily within, the area of responsibility or joint operations area of another command but are not under its operational control. (Upon approval of this publication, this term and definition will modify the existing term and definition and be included in Joint Pub 1-02)

**unified action.** A broad generic term that describes the wide scope of actions (including the synchronization of activities with governmental and non-governmental agencies) taking place within unified commands, subordinate unified commands, or joint task forces under the overall direction of the commanders of those commands. (Joint Pub 1-02)

**Unified Action Armed Forces.** A publication setting forth the policies, principles, doctrines, and functions governing the activities and performance of the Armed Forces of the United States when two or more Military Departments

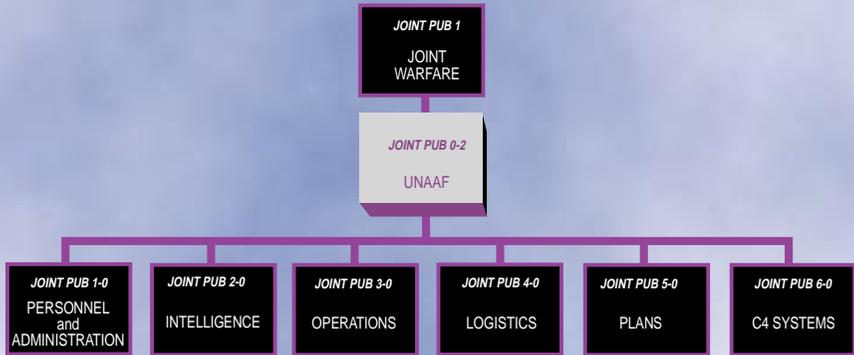
or Service elements thereof are acting together. Also called UNAAF. (Joint Pub 1-02)

**unified command.** A command with a broad continuing mission under a single commander and composed of significant assigned components of two or more Military Departments, and which 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. Also called unified combatant command. (Joint Pub 1-02)

**Unified Command Plan.** The document, approved by the President, which sets forth basic guidance to all unified combatant commanders; establishes their missions, responsibilities, and force structure; delineates the general geographical area of responsibility for geographic combatant commanders; and specifies functional responsibilities for functional combatant commanders. Also called UCP. (Joint Pub 1-02)

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# JOINT DOCTRINE PUBLICATIONS HIERARCHY



All joint doctrine and tactics, techniques, and procedures are organized into a comprehensive hierarchy as shown in the chart above. **Joint Pub 0-2** is a capstone publication. The diagram below illustrates an overview of the development process:

