

Chapter II

Command, Control, and Command Relationships

COMMAND RELATIONSHIPS

II-1. The four levels of command relationships used for US military forces are described below.

COMBATANT COMMAND (COMMAND AUTHORITY)

II-2. COCOM is the command authority over assigned forces vested only in the commanders of COCOMs 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. The combatant commander normally exercises OPCON over forces attached by the National Command Authority (NCA). Forces are attached when the transfer of forces is temporary. Establishing authorities for subordinate unified commands and JTFs will normally direct the delegation of OPCON over forces attached to those subordinate commands.

II-3. COCOM is the authority of a combatant commander to perform those functions of command over assigned forces to include—

- Organizing and employing commands and forces.
- Assigning tasks.
- Designating objectives.
- Giving authoritative direction over all aspects of military operations, joint training (or in the case of US Southern Command, training of assigned forces).
- Logistics.

II-4. COCOM should be exercised through the commanders of subordinate organizations. Normally, this authority is exercised through subordinate JFCs 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.

OPERATIONAL CONTROL

II-5. OPCON is the command authority exercised by commanders at any echelon at or below the level of COCOM and can be delegated or transferred.

II-6. 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.
- Giving authoritative direction necessary to accomplish the mission.

II-7. 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 JFCs and Service and/or functional component commanders. OPCON normally provides full authority to organize commands and forces and employ those forces necessary to accomplish assigned missions. It does not include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training. The combatant commander delegates these elements. OPCON does include the authority to delineate functional responsibilities and geographic JOAs of subordinate JFCs.

II-8. The superior commander gives commanders of subordinate commands and JTFs OPCON of assigned or attached forces.

TACTICAL CONTROL

II-9. TACON is the command authority over assigned or attached forces or commands, or military capability or forces made available for tasking. It is limited to the detailed and usually local direction and control of movements or maneuvers necessary to accomplish assigned missions or tasks.

II-10. TACON may be delegated to and exercised by commanders at any echelon at or below the level of COCOM. TACON is inherent in OPCON.

SUPPORT

II-11. 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.

II-12. Support may be exercised by commanders at any echelon at or below the level of COCOM. This includes the NCA designating a support relationship between combatant commanders as well as within a COCOM. 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 a flexible arrangement. The establishing authority is responsible for ensuring that both the supported and supporting commanders understand the degree of authority granted the supported commander.

II-13. The supported commander should ensure that the supporting commander understands the assistance required. The supporting commander provides 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 is notified by either the supported or supporting commander. The establishing authority is responsible for determining a solution.

II-14. An establishing directive is normally issued to specify the purpose of the support relationship, the effect desired, and the action to be taken.

II-15. See JP 0-2 for additional information on command relationships.

JFLC COMMAND RELATIONSHIPS

II-16. Unity of command and effort is a primary consideration when establishing a JFLC command. The JFLC command gives the JFC another option for managing the operations of land forces by reducing his span of control. JFCs may elect to centralize selected functions within the joint force, but should avoid reducing the versatility, responsiveness, and initiative of subordinate forces. The JFLCC must understand his relationship with the JFC, the other components (Service and functional), and the forces/capabilities made available. The JFLCC may provide support to other components and may similarly receive support from other Service or functional components. Likewise, as a Service component commander, the JFLCC also has

responsibilities associated with Service component command for those assigned forces.

II-17. The type of command relationship given the JFLCC is based on the JFC's CONOPS and guidance. Functional component commanders typically exercise TACON over military capability or forces made available for tasking. The authority given to a functional component commander is based on mission, enemy, terrain and weather, troops and support available, and time available (METT-T). The JFC designates the military capability available to the functional component commander, and he specifies the appropriate command relationships the functional component commander exercises. Once the JFC decides to form a JFLC command, he determines both the command relationships between the JFLC command and the components (Service and functional).

II-18. The JFLCC is the focal point for planning and executing the land operations portion of the JFC's campaign plan. The JFLCC prepares a supporting joint land operations plan that provides the intent, CONOPS, and the supporting details. The JFLCC directs current land operations while continuing to plan and prepare for future land operations.

COMMAND RELATIONSHIPS WITH THE JFC

II-19. The JFLCC reports directly to the JFC and advises the JFC on the proper employment of land forces. The JFC has the 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 as they are designed. The intent is to meet the needs of the JFC while maintaining the tactical and operational integrity of the Service organizations.

COMMAND RELATIONSHIPS WITH FUNCTIONAL COMPONENTS

II-20. The JFC may also establish supporting and supported relationships between components. The JFC determines not only how to organize the joint force into components, but also how each component relates to the others. Support relationships afford an effective means to weight (and ensure unity of effort for) the main effort of various operations, each component typically receiving and providing support at the same time.



II-21. As with all other authority within a joint force, support authority is directed by the JFC. There are four support relationships directed by the JFC: general support, mutual support, close support, and direct support.

- General Support. Support given to the supported force as a whole and not to any particular subdivision thereof.
- Mutual Support. Support units render each other against an adversary. This is based on, because of their assigned tasks, their position relative to each other and to the adversary, and their inherent capabilities.
- Close Support. Action of the supporting force against targets or objectives which are sufficiently close to the supported force. This requires detailed integration or coordination of the supporting action with the fire, movement, or other actions of the supported force.
- Direct Support. A mission requiring a force to support another specific unit. This authorizes the supporting unit to answer directly to the supported force's request for assistance.

II-22. Regardless of the organizational and command arrangements within joint commands, Service component commanders are responsible for certain Service-specific functions and other matters affecting their forces, including internal administration, training, logistics, and Service intelligence operations.

Combatant commanders, commanders of subordinate unified commands, and joint task forces (JTFs) have the authority to establish functional component commands to control military operations.

JP 0-2

FUNCTIONAL COMPONENT SUPPORT RELATIONSHIPS

II-23. The JFLC command can be in either a supporting or supported relationship or both. The JFC's needs for unity of command and unity of effort dictate these relationships. Support relationships will be established by the JFC in appropriate campaign plans and orders. Similar relationships can be established among all functional and Service component commanders, such as the coordination of deep operations involving the JFLC command and the joint force air component commander (JFACC). Close coordination is necessary when the JFLCC provides joint suppression of enemy air defenses

in support of JFACC operations. Examples are attack helicopters or multiple-launched rocket systems in Operation DESERT STORM as well as seizing and holding ports and airbases for friendly air and sea forces (such as in Operation JUST CAUSE). The JFLCC can also expect support to include airlift, close air support (CAS), and interdiction strikes from the JFACC.

II-24. The JFC may task the JFLCC to conduct operations outside of the land AO. Land-based elements may conduct air and missile defense operations to protect the force and critical assets from air and missile attack and surveillance. These may include operational maneuver and/or operational fires against enemy ports and airbases outside of the land area of operations (AO). Similarly, the JFLCC can request from the JFC air support from other components to attack or isolate enemy land forces in the land AO. Figure II-1 illustrates a simultaneous support relationship scenario between the JFLCC and JFACC.

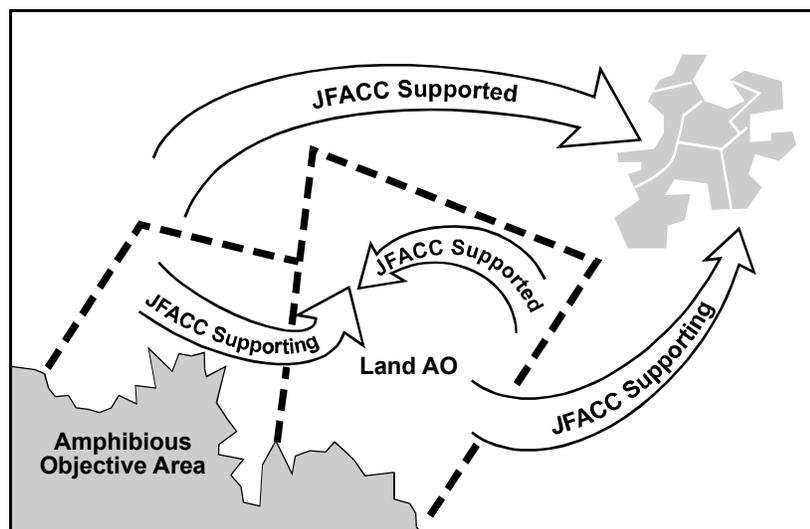


Figure II-1. JFLCC and JFACC Support Relationships

COMMAND RELATIONSHIPS WITH SERVICE COMPONENTS

II-25. The JFLC command functional component responsibility is normally assigned to a commander already serving as a Service component (e.g.,

ARFOR, MARFOR) to a JTF or subordinate unified command. Additionally, the JFC may use one of his Service components (e.g., Army Service component or Marine Service component) as the JFLCC reporting to him directly. The JFLCC retains Service component responsibility for assigned or attached forces but does not assume Service component responsibility for forces made available by other Service components. TACON is the normal relationship with these Service forces. In those cases in which the JFLC command is not formed from a Service component headquarters, the JFLCC has no Service component responsibilities. (See Figure II-2.)

II-26. Once the JFLC command is established, the operational requirements of the JFLCC subordinate commands are prioritized and presented to the joint force headquarters by the JFLCC. However, Service component commanders remain responsible for their military department Title 10 responsibilities, such as logistics and personnel support. See Appendix C for details.

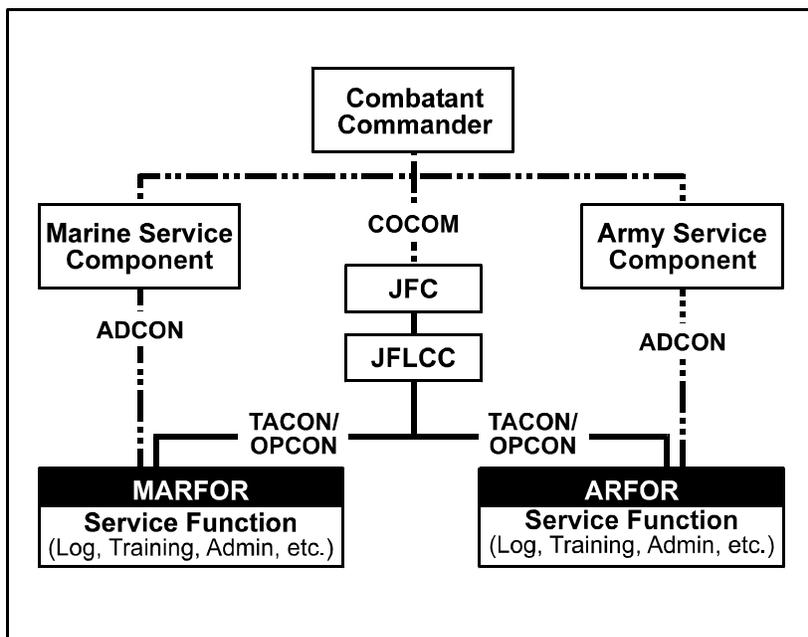


Figure II-2. Service Functions

LIAISON

II-27. Command relationships and mission accomplishment determine LNO requirements.

Liaison officers (LNOs) facilitate the communication maintained between elements of a JTF to ensure mutual understanding and unity of purpose and action....Typically, LNOs are exchanged between higher, lower, and adjacent units....Additionally, LNOs may be provided from government agencies, nongovernmental organizations (NGOs), international organizations, or private voluntary organizations (PVOs).

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ORGANIZATION

II-28. The JFLC command establishes liaison with other components to facilitate supporting and supported command relationships and to coordinate the planning and execution of land operations. The JFLC command considers existing liaison requirements from ARFOR and MARFOR when establishing liaison requirements with the JFACC for joint fire support. The JFLC command must be prepared to receive and integrate other component liaison teams, such as Joint Force Maritime Component Command (JFMCC) and Joint Force Special Operations Component Command (JFSOCC).

II-29. The JFC determines whether LNOs will be provided by both Service components (ARFOR and MARFOR) and JFLC command headquarters or to simply have the JFLC command perform the liaison role for the total land force.

II-30. In those cases where the JFLCC is representing the total land force, the LNO team should include both Army and Marine officers. The JFLCC should also designate a senior LNO from the team as the official spokesperson for the JFLCC.

II-31. The JFLCC LNO team represents the JFLCC as a single force and addresses particular issues unique to their individual Service.

II-32. LNO teams may represent the JFLCC at various meetings of joint force and component boards, centers, and cells including joint planning group (JPG), information operations (IO) cell, joint targeting coordination board (JTCCB), and civil-military operations center (CMOC).

FUNCTIONS

LNOs, whether individually or in teams, perform several critical functions that are consistent across the full range of military operations. The extent that these functions are performed is dependent on the mission and the charter established by the sending organization commander they represent. A successful LNO performs four basic functions: monitor, coordinate, advise, and assist.

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II-33. The LNO monitors the development of plans and current operations of the JFLCC and the headquarters he is tasked to liaison with. He must know the current situation and planned operations, understand pertinent staff issues, and the JFC's and JFLCC's mission, intent, and concept for the operation.

II-34. The LNO facilitates the synchronization and integration of current operations and future plans between the JFLCC and the JFC or components. This is accomplished through coordination with other LNOs, the JFC staff, and the JFLCC staff. The LNO must anticipate JTF and JFLCC information requirements. Coordination by the LNO complements rather than competes with normal staff coordination.

II-35. The LNO is a valuable subject matter expert on capabilities and limitations of the land component for the JFC and component commanders. As such, the LNO advises the JFC commander and staff on the optimum employment of the JFLC command's capabilities. Additionally, the LNO advises the JFLCC and staff on any JFC issues and activities of other components. LNOs must exercise caution to ensure that they do not obligate the JFLCC beyond the authority provided.

II-36. The LNOs assist on two levels. First, they act as the conduit between the JFLCC and the JFC. Second, by integrating themselves into the joint force staff as a participant in the daily battle rhythm (the daily briefings, meetings, planning sessions, etc.), the LNOs can answer questions from various groups (JTCCB, JPCG, command group, etc.) to ensure that those groups make informed decisions.

LNO REQUIREMENTS

II-37. The gaining unit should first identify and define requirements for LNOs/teams. There may be specific requirements for an LNO or liaison team that include rank, Service, weapon system specialty, and experience. There may be unique administrative requirements to include medical, training, passport/visa, country clearances, interpreter skills, and uniform/equipment. The gaining unit should plan to integrate the LNOs/teams and provide support to include billeting/messing, workspace, administrative/service, publication/documents, and equipment for follow-on movements/deployments.

LNO RESPONSIBILITIES

II-38. LNO/LNO team responsibilities include—

- Understanding the mission, the commander's expectations, specific responsibilities to the sending and gaining organizations, and the command relationship that will exist between the sending and gaining organizations, as well as other major commands participating in the operation.
- Being familiar with potential issues of the JFLCC, including specific issues and information requirements from each staff section.
- Knowing the current situation of the JFLCC to include the commander's intent, commander's critical information requirements (CCIR), time-phased force and deployment data (TPFDD) issues, and CONOPS.
- Contacting the headquarters requiring liaison prior to departure to determine any special requirements to include equipment, operations security (OPSEC) applicable to the mission, arrangements for communications, etc., the LNO must accomplish.

- Informing the commander and staff of the JFLCC's intent and guidance concerning land operations and all activities within the JFLCC's AO.
- Updating the commander and staff on the JFLCC's priority, timing, and effects for supported actions.
- Monitoring and interpreting the land battle situation for the commander and his staff.
- Keeping informed of the operational status of units.

PLANNING

II-39. The joint operation planning at the JFLC command headquarters is predominately at the operational level of war. Land force planning links the tactical employment of land forces to campaign and strategic objectives. The focus at the command level is on operational art—the use of military forces to achieve strategic objectives through the design, organization, and execution of strategies, campaigns, major operations, and battles.

II-40. Operational art determines when, where, and for what purpose major forces are employed and should influence the enemy disposition before combat. It governs the deployment of those forces, their commitment to or withdrawal from battle, and the arrangement of battles and major operations to achieve operational and strategic objectives.

II-41. JFLCC operational planning addresses some activities required for conducting joint/multinational land operations. These activities include—

- Employment planning which describes how to apply force/forces to attain specified military objectives.
- Sustainment planning which is directed toward providing and maintaining levels of personnel, materiel, and consumables required to sustain the levels of combat activity for the estimated duration and at the desired level of intensity.

PROCESS

II-42. The JFLCC conducts planning using the planning processes of the command that forms the core of the headquarters. While almost all headquarters use the Joint Operation Planning and Execution System (JOPES) planning cycle described in joint planning publications, the specific steps in the process may have different names and somewhat different activities. JFLC command staff members, provided by Services other than the core of the



headquarters and integrated into the core staff, must quickly adapt to the planning processes and battle rhythm of the staff they are joining.

II-43. The primary difference between planning for single-Service forces and JFLC command forces is the addition of unique capabilities and limitations of each force. This requires an understanding of these capabilities and limitations across all staff functions, but it is particularly important in the JPG. JPGs must have knowledgeable members from each Service in all functional areas. With these key personnel and appropriate LNOs from the major subordinate commands in place, the planning process provides sufficient consideration of the capabilities of each Service.

II-44. The force deployment planning conducted by the deployment cell in J-5 must be in concert with the JPG's operational planning. The deployment planners require visibility on the capabilities and sequencing priorities associated with a course of action (COA) or CONOPS to ensure they are transportable and the deployment requirements are relayed to the JFLC command forces and JFC. The JFLC command planning staff must remember that the timing and sequencing priority may be effected by the JFC's overall concept of deployment.

PRODUCTS

II-45. JFLCC operation plans (OPLANs), concept plans (CONPLANs), and/or operations orders (OPORDs) convey how the land force helps achieve the JFC's mission. The JFLCC plan describes the relationship or arrangement of major land operations that accomplish the JFC's strategic and operational objectives. The plan incorporates appropriate elements of operational art and fundamentals of joint/multinational warfare and military operations other than war (MOOTW).

II-46. The OPORD describes the synchronization of specific tasks that result in a synergistic employment of joint/multinational land force capabilities for a major operation. The format for the OPORD generally follows that found in JP 5-00.2

II-47. OPLANs, CONPLANs, and OPORDs are distributed internally to the land force and externally to the JFC and Service and functional component commands for information. If OPLANs, CONPLANs, or OPORDs describe a branch or sequel to the current plan, they are distributed externally to the JFC for approval and to the Service and functional component commands and land

force subordinate commands for information. Once approved, the JFC provides additional instructions to the land force.

II-48. Planning products are distributed simultaneously to all JFLC commands. JFLCC subordinate commands can adequately evaluate the impact of future operations and plans from an operational aspect; however, the Service component command headquarters must be concurrently involved to assist in assessing ability of subordinate units to support the JFLCC.

II-49. Upon completion of the planning products and orders, the JPG organizes to conduct execution phase planning. This represents an organizational strategy describing the transfer of responsibilities, products, and time-flow of planning documents through the planning staff. This depicts one means of forwarding planning products from the planners to those responsible for execution. Key to the success of the plans handoff is the requirement that the organization responsible for execution has enough background, rationale, and understanding of the plan (branch or sequel) to effectively execute it. Experience has shown that the current operations cell is often too immersed in ongoing operations to plan outside the current 24-hour period.

COMMUNICATIONS

II-50. The combatant commander, through the subordinate JFC and Service component commands, ensures effective and efficient command, control, communications, and computer (C⁴) system services consistent with the overall joint campaign plan. As driven by the mission, the foundation of the C⁴ system is laid by the C² organization of forces assigned to the JFC. All C⁴ intelligence systems and upgrades will comply with the DOD Joint Technical Architecture.

II-51. The JFLCC provides, by exception only, standardized direction and guidance on joint C⁴ matters to the command as they affect the operational mission. The JFLCC may delegate responsibility for the accomplishment of joint C⁴ tasks under the OPCON of the JFLCC.

CONCEPT

II-52. The JFC develops the overarching campaign plan in concert with the combatant commander's guidance and with input from subordinate Service component and functional component commands. Based on guidance from the

JFC, the JFLCC develops the land operations portion of the campaign plan. The plan is then provided to the JFC for developing and coordinating employment of forces and support of the overall campaign plan. The individual Service component commands, however, have the overall responsibility for providing C⁴ to their own forces unless otherwise directed. (See Figure II-3.)

II-53. In carrying out the duties of the JFLCC, communications connectivity utilizes the existing joint theater communications system (TCS) which is directed, established, and managed by the JFC. This provides robust theaterwide voice, data, and message connectivity between all components and elements. In addition, TCS addresses unique communications connectivity requirements that provide for the appropriate interface between ARFOR and MARFOR forces and C² that permits timely execution of assigned missions.

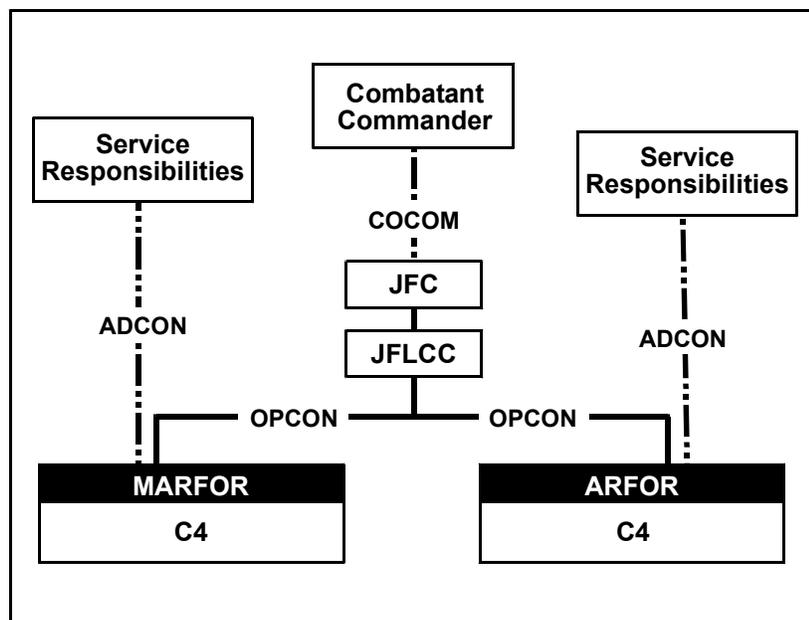


Figure II-3. Communications

II-54. Tactical communications in the AO are phased in and established as specified in the OPLAN and/or OPORD being supported/executed.

II-55. Technical guidance and procedures contained in CJCS instructions and manuals; allied communications publications; Joint Army, Navy, Air Force publications; and DOD directives will apply. In the case where individual Service doctrine conflicts with joint doctrine, joint procedures are followed.

COMMAND RELATIONSHIPS

II-56. The JFLCC exercises OPCON of all forces assigned for the accomplishment of the mission on an exception basis. Communication hardware is a Service component responsibility and only those communication issues affecting the conduct of the operational mission are of concern to the JFLCC J-6.

ROLE OF THE JFLCC J-6

II-57. The JFLCC J-6 provides critical functional expertise to the JFLCC in the C⁴ areas. These primary staff officers focus on key C⁴ issues that may have an adverse affect on the land portion of the joint campaign. Generally, they manage by exception only. Routine C⁴ management is the responsibility of the JFC and the subordinate Service component commands. Appendix G has more information regarding the organization and responsibilities of the J-6 staff.