

Joint Chiefs of Staff

JCS PUB 0-2

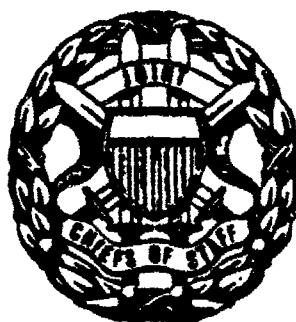
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**UNIFIED ACTION
ARMED FORCES
(UNAAF)**



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**The Joint Chiefs of Staff
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THE JOINT CHIEFS OF STAFF
WASHINGTON, D.C. 20318-0200

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Subject: JCS Pub 0-2, Unified Action Armed Forces (UNAAF)

1. This is Change 1 to JCS Pub 0-2, UNAAF, Subsection 2, Chapter 3.

2. Revisions to the publication are as follows:

a. Delete paragraph (4), top of page 3-21.

b. Add page ii-a.

c. Make the following page substitutions:

REMOVE

Cover
ii

3-9 through 3-20

INSERT

Cover
ii

3-9 through 3-20

For the Joint Chiefs of Staff:


MICHAEL E. MCALEER
Colonel, USA
Secretary

Attachment

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UNIFIED ACTION ARMED FORCES (UNAAF)

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In accordance with the procedures contained herein, change recommendations to this publication will be forwarded to the Director for Operational Plans and Interoperability (J-7), Joint Staff, Washington, D.C. 20318-7000

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UNIFIED ACTION ARMED FORCES

INTRODUCTION

1. Purpose. This publication sets forth principles and doctrines to govern the joint activities and performance of the armed forces of the United States. It provides military guidance for the exercise of authority by commanders of unified and specified commands and other joint force commanders and prescribes doctrine for joint operations and training. It provides military guidance for use by armed forces in the preparation of their respective detailed plans.

2. Intent

a. 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.

b. 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."

c. 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."

3. Supersession. This publication supersedes JCS Pub 2, Unified Action Armed Forces (UNAAF) October 1974, with changes 1 through 5.

4. Guide to Terminology

a. Unless identified as extracted from the "Dictionary of Military and Associated Terms" (JCS Pub 1), terminology in this publication is not standardized

within the Department of Defense and applies only in the context of this publication.

b. The terms "unified command" and "specified command" refer to commands established by the President as combatant commands under Section 161, United States Code. The acronym "CINC" refers to the commander of such a command.

c. "Unified operation" is a broad generic term that describes the wide scope of actions taking place within unified commands under the overall direction of the commanders of those commands. Within this general category of operation, subordinate commanders of forces conduct either single Service or joint operations to support the overall unified operation.

5. Application

a. Doctrine, principles, and guidance established in this publication are applicable to unified commands, specified commands, and joint task forces and to the subordinate components of these commands. These doctrine, 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. In applying the principles and doctrine set forth in this publication, care must be taken to distinguish between distinct but related responsibilities in the two channels of authority to forces assigned to unified and specified commands. The Military Departments and Services recruit, organize, train, equip, and provide forces for assignment to these commands and administer and support these forces. Commanders of unified and specified commands exercise operational command over these forces. Service component commanders are responsible both to joint force commanders in the operational chain of command and to the Military Departments and Services in the chain of command for matters that the joint force commander has not been assigned authority.

6. Basis. The following laws, directives, policies, and procedures provide the basis for the development of this publication:

- a. The National Security Act of 1947, as amended.
- b. Titles 10 and 32 US Code, as amended.
- c. Executive Order 12333 of 4 December 1982, "United States Agency Intelligence Activities (U)."
- d. DOD Directive 5100.1, "Functions of the Department of Defense and its Major Components."
- e. DOD Directive 5100.20, "The National Security Agency and the Central Security Service (U)."
- f. DOD Directive 5100.30, "World-Wide Military Command and Control Systems (WWMCCS)."
- g. DOD Directive 5105.21, "Defense Intelligence Agency."
- h. DOD Directive 5105.40, "Defense Mapping Agency (DMA)."
- i. DOD Directive 5105.19, "Defense Communications Agency (DCA)."
- j. DOD Directive 5105.31, "Defense Nuclear Agency (DNA)."
- k. DOD Directive 5158.1, "Organization of the Joint Chiefs of Staff and Relationships with the Office of the Secretary of Defense."
- l. 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.

CHAPTER 1

THE DEPARTMENT OF DEFENSE AND THE JOINT CHIEFS OF STAFF

SECTION I, PRINCIPLES GOVERNING FUNCTIONS WITHIN
THE DEPARTMENT OF DEFENSE

1-1. Unity of Effort. Effective use of the military power of the Nation requires that the efforts of the separate Military Services be closely integrated.

a. Unity of effort among the Military Services at the national level is obtained by the authority of the President and the Secretary of Defense exercised through the Secretaries of the Military Departments and the Joint Chiefs of Staff, by the strategic planning and direction of the Joint Chiefs of Staff, and by common, joint, and cross-Service efforts by the Military Departments.

b. Unity of effort among Military Service forces assigned to unified or specified commands is achieved by exercise of operational command (OPCOM), by adherence to common strategic plans and directives, and by sound operational and administrative command organization. This concept is the basis for a sound working relationship among the Joint Chiefs of Staff, the commanders of unified and specified commands, and the Military Departments and Services.

1-2. Organization for the Strategic and Operational Direction of Combatant Forces. With the advice and assistance of the Chairman, Joint Chiefs of Staff, the President, through the Secretary of Defense, establishes unified or specified commands for the performance of military missions and prescribes the force structure of such commands. Commanders of unified and specified commands are responsible to the President and Secretary of Defense for the accomplishment of the military missions assigned to them. The operational chain of command runs from the President to the Secretary of Defense to the commanders of unified and specified commands. The Chairman functions within the chain of command by transmitting to the commanders of the unified and specified commands the orders given by the President and the Secretary of Defense. These orders will be issued by the President or the Secretary of Defense or by the Chairman, Joint Chiefs of Staff, by authority and direction of the Secretary of Defense. Reports from the commanders of unified and specified

commands will be submitted to the Chairman who channels these reports to the Secretary of Defense and acts as the spokesman for the commanders of the unified and specified commands, especially on the operational requirements of their commands. As directed by the Secretary of Defense, the Chairman also oversees the activities of the unified and specified commands. The President may assign other duties to the Chairman to assist the President and the Secretary of Defense in performing their command function. The commanders of the unified and specified commands have full operational command over the forces assigned to them and are responsible to the National Command Authorities (NCA) for the performance of their commands and the preparedness of their commands to execute assigned missions.

NOTE: The NCA are the President and the Secretary of Defense or their duly deputized alternates or successors.

1-3. Organization for Purposes Other Than Operational Direction

a. The chain of command for purposes other than the operational direction of unified and specified commands runs from the President to the Secretary of Defense to the Secretaries of the Military Departments to the commanders of Service forces. This chain embraces 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 Department of Defense. The responsibilities and authority exercised through this chain are subject to the authority provided to the commanders of unified and specified commands in their exercise of operational command.

b. Each of the Military Departments and Services, coordinating as appropriate with the others and with the unified and specified commands, has the responsibility for organizing, training, equipping, and providing forces to fulfill certain specific combatant functions and for administering and supporting such forces. This responsibility includes the formulation of tactical and technical doctrine for the combatant 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.

1-4. Requirements Generated by Unified and Joint Operations

- a. Integration of effort by the armed forces in the attainment of a common objective.
- b. Planning and conduct of operations and exercises under unified direction.
- c. Delineation of responsibilities for unified and joint operations.
- d. Development of doctrine, procedures, materiel, plans, and training for unified and joint operations.

1-5. The Principle of Maximum Integration. The policies and procedures of the departments and agencies of the Department of Defense will be integrated to the maximum extent practicable. This integration does not imply a merging of the armed forces but does demand a consonance and correlation of policies and procedures throughout the Department of Defense to produce an effective, economical, and harmonious organization that will ensure the security of the United States.

1-6. The Principle of Full Utilization of Forces. Weapons, techniques, and intrinsic capabilities of each of the departments and Services must be fully used and exploited in any military situation where this will contribute effectively to the attainment of overall objectives. To achieve this, DOD Directive 5100.1 assigns to the Services both primary functions and collateral functions.

1-7. The Principle of 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 joint doctrine and joint tactics, techniques, and procedures; the development of joint plans and the conduct of joint training; and a materiel development and fielding process that provides materiel which is fully compatible with and complementary to systems of all Services. The Chairman, Joint Chiefs of Staff, has overall responsibility for the joint interoperability program. The CINCs will ensure maximum interoperability and will identify interoperability issues to the Chairman.

1-8. The Principle of Support. The forces developed and trained to perform the primary functions assigned to one

Service will be employed to support and supplement the other Services when such participation will result in increased effectiveness and contribute to the accomplishment of military objectives.

1-9. Broad Objectives. The functions and responsibilities assigned to the Military Departments, the Services, the Joint Chiefs of Staff, and the CINCs will be carried out in such a manner as to achieve the following:

- a. Effective strategic direction of the armed forces.
- b. Operation of the armed forces under unified command whenever such unified command is in the best interest of national security.
- c. Integration of the armed forces into an effective and efficient team of land, naval, and air forces.
- d. 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.
- e. Coordination of armed forces operations to promote efficiency and economy and to prevent gaps in responsibility.
- f. Effective combined operations.

1-10. 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, Joint Chiefs of Staff, in consultation with the Joint Chiefs of Staff and CINCs, and as approved by the Secretary of Defense.

1-11. Development of Joint Doctrine

- a. Effective combat operations depend upon the formulation and exercise of joint doctrine in peacetime. Therefore joint doctrine must be kept up-to-date as threats and operational responsibilities evolve over time. The Chairman, Joint Chiefs of Staff, has overall responsibility for joint doctrine, and joint tactics, techniques, and procedures (JTTP).

b. Primary responsibility for development of doctrine and JTTP covering specific types of joint operations will be assigned to a Service, a unified or specified command, or other appropriate organization by the Chairman. All joint doctrine and JTTP will be published as a distinct family of JCS publications. Procedures for development of joint doctrine are listed in Chapter 3, Section VIII.

c. The commanders of unified and specified commands are responsible for determining requirements for joint training and ensuring their requirements are submitted to the Services and to the Joint Chiefs of Staff.

d. The Services are responsible for programming resources for joint training and for providing training facilities for those areas in which they have primary responsibility for the development of joint doctrine and for other activities specifically assigned by the Joint Chiefs of Staff.

1-12. Exceptions to Primary Responsibilities. The development of special weapons and equipment and the provision of training equipment peculiar to each of the Services are the responsibilities of the individual Service concerned unless otherwise directed by the Secretary of Defense.

1-13. Responsibility of a Service Chief on Disagreements Related to that Service's Primary Functions. Each Service Chief is responsible for presenting to the Joint Chiefs of Staff any disagreement within the field of that Service's primary functions which has not been resolved. This action will not be construed to prevent any Service Chief from presenting unilaterally any issue of disagreement with another Service.

SECTION II, FUNCTIONS OF THE DEPARTMENT OF DEFENSE

1-14. 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 direction, authority, and control of the Secretary of Defense.

1-15. Functions of the Department of Defense. As prescribed by higher authority, the Department of Defense will maintain and employ armed forces as follows:

- a. To support and defend the Constitution of the United States against all enemies, foreign and domestic.
- b. To ensure, by timely and effective military action, the security of the United States, its possessions, and areas vital to its interest.
- c. To uphold and advance the national policies and interests of the United States.
- d. To safeguard the internal security of the United States.

1-16. 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, the Defense Agencies, DOD Field Activities, the Military Departments and the Military Services within those Departments, the unified and specified commands and such other offices, agencies, activities, and commands that may be established or designated by law or the President.

SECTION III, THE JOINT CHIEFS OF STAFF

1-17. Composition and Functions

- a. The Joint Chiefs of Staff consist of the following:
 - The Chairman, 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.
- b. The term "Joint Chiefs of Staff" refers to all members acting collectively.
- c. The Chairman, Joint Chiefs of Staff, is the principal military adviser to the President, the National Security Council, and the Secretary of Defense.
- d. 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 e and f below.
- e. When the Chairman 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 advice or an opinion 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 he presents his own advice. The Chairman will also, as he considers 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.

f. 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.

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

h. Each Service Chief 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 Joint Chiefs of Staff and act on matters for the Joint Chiefs of Staff. Actions completed by either body will have the same effect as actions taken by the Joint Chiefs of Staff.

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

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

k. 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 he may consider appropriate.

l. The Chairman may designate one of the members of the Joint Chiefs of Staff to act as his executive agent for those functions or activities for which the Chairman has been assigned a specific responsibility by higher authority. The directive designating an executive agent will include a clear-cut statement of responsibilities, authority, and restrictions that are deemed to be appropriate. An executive agent may neither be placed in the chain of command between the Secretary of Defense and a CINC nor interfere with the full operational command of a CINC.

m. 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 the Chairman and performs the duties of the Chairman until a successor is appointed or the absence or disability ceases.

n. When there is a vacancy in the offices of both Chairman and Vice Chairman or 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, another member of the Joint Chiefs of Staff will 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.

1-18. Chairman, 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. However, he may not exercise military command over the Joint Chiefs of Staff or any of the armed forces.

d. The Chairman acts as the spokesman for the CINCs, 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, so that the Chairman may better incorporate the views of these commanders in his advice to the President and the Secretary of Defense. The Chairman also communicates, as appropriate, the CINCs' requirements to other elements of the Department of Defense.

e. The Chairman functions within the chain of command by transmitting to the CINCs the orders of the President and the Secretary of Defense. The Chairman coordinates all communications in matters of joint interest addressed to the CINCs by other authority.

f. In addition to his 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:

- (1) Preside over the Joint Chiefs of Staff.

- (2) Provide agenda for the 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).

- (3) Assist the Joint Chiefs of Staff in carrying out their business as promptly as practicable.

- (4) Determine when issues under consideration by the Joint Chiefs of Staff will be decided.

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

- (1) Convene regular meetings of the Joint Chiefs of Staff.

- (2) As he considers appropriate, consult with and seek the advice of the other members of the Joint Chiefs of Staff, collectively or individually, and of the CINCs.

h. Subject to the direction, authority, and control of the President and the Secretary of Defense, the Chairman will:

(1) Prepare military strategy and assessments of the associated risks. These will include the following:

(a) A military strategy to support national 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 CINCs.

(b) Net assessments to determine the capabilities of the armed forces of the United States and its allies as compared to those of potential adversaries.

(2) Perform duties, as assigned by the President, to assist the President and the Secretary of Defense in performing their command functions.

(3) 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 CINCs.

(4) Prepare strategic plans, including plans which 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.

(5) 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 logistic and mobility plans.

(6) Advise the Secretary of Defense on the preparation of policy guidance for the preparation and review of contingency plans.

(7) Provide for the preparation and review of contingency plans which conform to policy guidance from the President and the Secretary of Defense.

(8) Prepare joint logistic plans to support those contingency plans and assign logistic

responsibilities to the Military Services and the Defense Logistics Agency in accordance with those plans. Ascertain the logistic support available to execute the general war and contingency plans of the CINCs. 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.

(9) Prepare joint mobility plans to support contingency plans and assign mobility responsibilities in accordance with those plans.

(10) 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 contingency plans and assess the effect of such deficiencies and strengths on meeting national security objectives and policy and on strategic plans.

(11) Establish and maintain a uniform system of evaluating the preparedness of each unified and specified command to carry out missions assigned to the command.

(12) Advise the Secretary of Defense on the priorities of the requirements, especially operational requirements, identified by the CINCs.

(13) 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.

(14) 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 CINCs.

(15) 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 CINCs.

(16) Advise the Secretary of Defense on the appropriateness of including in the budget separate budget proposals for activities of unified and specified commands. In accordance with guidance of the Secretary of Defense, recommend a budget proposal for activities of each unified and specified command. Activities for which funding may be requested in such a proposal include:

- (a) Joint exercises.
- (b) Force training.
- (c) Contingencies.
- (d) Selected operations.

(17) 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.

(18) Develop and establish doctrine for all aspects of the joint employment of the armed forces.

(19) Formulate policies for the joint training of the armed forces.

(20) Formulate policies for coordinating the military education and training of members of the armed forces.

(21) 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.

(22) Submit to the Secretary of Defense, not less than once every 3 years, a report containing such recommendations for changes in the assignment of functions (roles and missions) to the armed forces as the Chairman considers necessary to achieve maximum effectiveness of the armed forces.

(23) Prepare integrated plans for military mobilization.

(24) Subject to the direction of the President, attend and participate in meetings of the National Security Council.

(25) Advise and assist the President and the Secretary of Defense on establishing unified and specified commands to perform military missions and on prescribing the force structure of those commands.

(26) 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.

(27) Oversee the activities of the unified and specified commands.

(28) Serve as the spokesman for CINCs, especially on the operational requirements of their commands. In performing this function, the Chairman will:

(a) Confer with and obtain information from the CINCs with respect to the requirements of their commands.

(b) Evaluate and integrate this information.

(c) Advise and make recommendations to the Secretary of Defense with respect to the requirements of those commands, individually and collectively.

(d) Communicate, as appropriate, those requirements to other elements of the Department of Defense.

(29) Review the plans and programs of CINCs to determine their adequacy and feasibility for the performance of assigned missions.

(30) Advise and assist the Secretary of Defense on measures to provide for the administration and

support of forces assigned to each unified and specified command.

(31) Determine the headquarters support, such as facilities, personnel, and communications, required by CINCs and recommend the assignment to the Military Departments of the responsibilities for providing such support.

(32) Provide guidance and direction to the CINCs on aspects of command and control that relate to the conduct of operations.

(33) Provide military guidance for use by the Military Departments, the Military Services and the Defense agencies in the preparation of their respective detailed plans.

(34) Participate, as directed, in the preparation of combined plans for military action in conjunction with the armed forces of other nations.

(35) 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 war 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.

(36) Assess military requirements for defense acquisition programs.

(37) Advise and assist the Secretary of Defense in research and engineering matters by preparing the following:

(a) Statements of broad strategic guidance to be used in the preparation of an integrated DOD program.

(b) Statements of overall military requirements.

(c) Statements of the relative military importance of development activities to meet the needs of the CINCs.

(d) Recommendations for the assignment of specific new weapons to the armed forces.

(38) Prepare and submit to the Secretary of Defense, for information and consideration, general strategic guidance for the development of industrial mobilization programs.

(39) 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 United States strategic objectives, current national security policy, strategic war 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.

(40) Operate for the Secretary of Defense the National Military Command System (NMCS) to meet the needs of the NCA, and establish operational policies and procedures for all components of the NMCS and ensure their implementation.

(41) 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 he has been assigned overall supervision, conform with the requirements of the Military Departments and of the unified and specified commands.

(42) 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:

- (a) Defense Communications Agency.
- (b) Defense Intelligence Agency.
- (c) Defense Logistic Agency.

1-19. 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 such 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 of the Chairman, the Vice Chairman acts as Chairman and performs the duties of the Chairman until a successor is appointed or the absence or disability ceases.
- e. The Vice Chairman may participate in all meetings of the Joint Chiefs of Staff but may not "vote" on a matter before the Joint Chiefs of Staff except when acting as the Chairman.
- f. The Vice Chairman will act as the Vice Chairman of the Joint Requirements and Management Board (JRMB) and as a member of the Nuclear Weapons Council.

1-20. The Joint Staff

- a. The Joint Staff is under the exclusive direction of the Chairman. 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 approximately equal numbers from:
 - (1) The Army.
 - (2) The Navy and the Marine Corps.
 - (3) The 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 consultation 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.

CHAPTER 2

THE MILITARY DEPARTMENTS AND SERVICES

SECTION I, COMMON FUNCTIONS OF
THE MILITARY DEPARTMENTS AND SERVICES

2-1. Common Functions of the Military Departments. The functions of the Military Departments, under their respective Secretaries, are as follows:

- a. To prepare forces and establish reserves of manpower, equipment, and supplies for the effective prosecution of war and military operations short of war and plan for the expansion of peacetime components to meet the needs of war.
- b. To maintain in readiness mobile reserve forces, properly organized, trained, and equipped for employment in emergency.
- c. To provide adequate, timely, and reliable intelligence and counterintelligence for the Military Department and other agencies as directed by competent authority.
- d. To recruit, organize, train, and equip interoperable forces for assignment to unified and specified commands.
- e. To prepare and submit budgets for their respective departments; justify before the 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 unified and specified commands. The budget submissions to the Secretary of Defense by the Military Departments will be prepared on the basis, among other things, of the recommendations of CINCs and of Service component commanders of forces assigned to unified and specified commands.
- f. To conduct research; develop tactics, techniques, and organization; and develop and procure weapons, equipment, and supplies essential to the fulfillment of the functions assigned in this publication.
- g. 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.

h. To provide, as directed, such forces, military missions, and detachments for service in foreign countries as may be required to support the national interests of the United States.

i. To assist in training and equipping the military forces of foreign nations.

j. To provide, as directed, administrative and logistic support to the headquarters of unified and specified commands, to include direct support of the development and acquisition of the command and control systems of such headquarters.

k. To assist each other in the accomplishment of their respective functions, including the provision of personnel, intelligence, training, facilities, equipment, supplies, and services.

l. To prepare and submit, in coordination with other Military Departments, mobilization information to the Joint Chiefs of Staff.

2-2. Common Service Functions. The Army, Navy, Air Force, and Marine Corps, under their respective Secretaries, are responsible for the following functions:

a. Determining Service force requirements and making recommendations concerning force requirements to support national security objectives and strategy and to meet the operational requirements of the unified and specified commands.

b. Planning for the use of the intrinsic capabilities of forces of the other Services which may be made available.

c. Recommending to the Joint Chiefs of Staff the assignment and deployment of forces to unified and specified commands established by the President through the Secretary of Defense.

d. Administering Service forces.

e. Providing logistic support for Service forces, including procurement, distribution, supply, equipment,

and maintenance, unless otherwise directed by the Secretary of Defense.

f. Developing doctrines, procedures, tactics, and techniques employed by Service forces.

g. Conducting operational testing and evaluation.

h. Providing for training for joint operations and joint exercises in support of CINC operational requirements, including the following:

(1) Development of Service training, doctrines, procedures, tactics, techniques, and methods of organization in accordance with policies and procedures established in this publication.

(2) Development and preparation of Service publications to support the conduct of joint training.

(3) Determination of Service requirements to enhance the effectiveness of joint training.

(4) Support of that joint training directed by the CINCs or the Joint Chiefs of Staff, and conduct of such additional joint training as is mutually agreed upon by the Services concerned.

i. Operating organic land vehicles, aircraft, and ships or craft.

j. Consulting and coordinating with the other Services on all matters of joint concern.

k. Participating with the other Services in the development of the doctrines, procedures, tactics, techniques, training, publications, and equipment for such joint operations as are the primary responsibility of one of the Services.

2-3. Primary and Collateral Functions. The forces developed and trained to perform the primary functions set forth in this publication will be employed to support and supplement the other Services' forces in carrying out their primary functions, where and whenever such participation will result in increased combat effectiveness and will contribute to the accomplishment of the overall military objectives. While the assignment of collateral functions may establish further justification for stated force requirements, collateral

functions will not be used as the sole basis for establishing additional force requirements.

SECTION II, FUNCTIONS OF THE DEPARTMENT OF THE ARMY

2-4. Composition and Broad Statement of Responsibility and Composition. The Army, within the Department of the Army, includes land combat and service forces and any organic aviation and water transport assigned. The Army is responsible for the preparation of land forces necessary for the effective prosecution of war and military operations short of war except as otherwise assigned and, in accordance with integrated joint mobilization plans, for the expansion of the peacetime components of the Army to meet the needs of war.

2-5. Primary Functions of the Army. The following are primary functions of the Army:

a. To organize, train, and equip forces for the conduct of prompt and sustained combat operations on land--specifically, forces to defeat enemy land forces and to seize, occupy, and defend land areas.

b. To organize, train, equip, and provide forces for appropriate air and missile defense and space control operations, including the provision of forces as required for the strategic defense of the United States, in accordance with joint doctrines.

c. To organize, equip, and provide Army forces, in coordination with the other Military Services, for joint amphibious, airborne, and space operations and to provide for the training of such forces, in accordance with joint doctrines. Specifically, the Army:

(1) Develops, in coordination with the other Military Services, doctrines, tactics, techniques, and equipment of interest to the Army for amphibious operations and not provided for in this publication.

(2) Develops, in coordination with the other Military Services, the doctrines, procedures, and equipment employed by Army and Marine Corps forces in airborne operations. The Army will have primary responsibility for developing those airborne doctrines, procedures, and equipment that are of common interest to the Army and the Marine Corps.

(3) Develops, in coordination with the other Military Services, doctrines, procedures and equipment employed by Army forces in the conduct of space operations.

d. To organize, train, equip, and provide forces for the support and conduct of special operations.

e. To provide equipment, forces, procedures, and doctrine necessary for the effective prosecution of electronic warfare operations and, as directed, support of other forces.

f. To provide forces for the occupation of territories abroad, including initial establishment of military government pending transfer of this responsibility to other authority.

g. To develop doctrines and procedures, in coordination with the other Military Services, for organizing, equipping, training, and employing forces operating on land, except that the development of doctrines and procedures for organizing, equipping, training, and employing Marine Corps units for amphibious operations will be a function of the Marine Corps coordinating as required with the other Military Services.

h. To organize, train, equip, and provide forces, as directed, to operate land lines of communication.

i. To conduct the following activities:

(1) Functions relating to the management and operation of the Panama Canal, as assigned by the Secretary or Deputy Secretary of Defense.

(2) The authorized civil works program, including projects for improvement of navigation, flood control, beach erosion control, and other water resource developments in the United States, its territories, and its possessions.

(3) Certain other civil activities prescribed by law.

2-6. Collateral Function of the Army. To train forces to interdict enemy sea and air power and communications through operations on or from land.

2-7. Army Responsibilities in Support of Space Operations. With respect to space operations, the Army has specific responsibility for the following:

- a. Organizing, training, equipping, and providing Army forces to support space operations.
- b. Developing in coordination with the other Military Services, tactics, techniques, and equipment employed by Army forces for use in space operations.
- c. Conducting individual and unit training of Army space operations forces.
- d. Participating with other Services in joint space operations, training, and exercises as mutually agreed to by the Services concerned or as directed by competent authority.
- e. Providing forces for space support operations for the Department of Defense when directed.

2-8. Other Responsibilities of the Army. With respect to close air support of ground forces, the Army has specific responsibility for the following:

- a. Providing, in accordance with inter-Service agreements, communications, personnel, and equipment employed by Army forces.
- b. Conducting individual and unit training of Army forces.
- c. Developing equipment, tactics, and techniques employed by Army forces.

SECTION III, FUNCTIONS OF THE DEPARTMENT OF THE NAVY

2-9. Composition and Broad Statement of Responsibility. The Navy, within the Department of the Navy, includes, in general, naval combat and service forces and such aviation as may be organic therein. The Marine Corps, within the Department of Navy, includes not less than three combat divisions and three air wings and such other land combat, aviation, and other services as may be organic therein. The Coast Guard, when operating as a Service within the Department of the Navy, includes naval combat and service forces and such aviation as may be organic therein.

a. The Navy and Marine Corps, under the Secretary of the Navy, are responsible for the preparation of Navy and Marine Corps forces necessary for the effective prosecution of war and military operations short of war except as otherwise assigned and, in accordance with the integrated joint mobilization plans, for the expansion of the peacetime components of the Navy and Marine Corps to meet the needs of war.

b. During peacetime, the Department of Transportation is responsible for maintaining the United States Coast Guard in a state of readiness to function as a specialized Service in the Navy in time of war or when the President directs. The Coast Guard may also perform its military functions in times of limited war or defense contingency, in support of Naval Component Commanders, without transfer to the Department of the Navy.

2-10. Primary Functions of the Navy and/or Marine Corps

a. To organize, train, equip and provide Navy and Marine Corps forces for the conduct of prompt and sustained combat incident to operations at sea, including operations of sea-based aircraft and land-based naval air components--specifically, forces to seek out and destroy enemy naval forces and to suppress enemy sea commerce, to gain and maintain general naval supremacy, to control vital sea areas and to protect vital sea lines of communication, to establish and maintain local superiority (including air) in an area of naval operations, to seize and defend advanced naval bases, and to conduct such land, air, and space operations as may be essential to the prosecution of a naval campaign.

b. To maintain the Marine Corps which will be organized, trained, and equipped to provide Fleet Marine Forces of combined arms, together with supporting air components, for service with the fleet in the seizure or defense of advanced naval bases and for the conduct of such land operations as may be essential to the prosecution of a naval campaign. In addition, the Marine Corps will provide detachments and organizations for service on armed vessels of the Navy, provide security detachments for the protection of naval property at naval stations and bases, and perform such other duties as the President may direct. However, these additional duties must not detract from or interfere with the operations for which the Marine

Corps is primarily organized. These functions do not contemplate the creation of a second land army.

c. Further, the Marine Corps will:

(1) Develop, in coordination with the other Military Services, the doctrines, tactics, techniques, and equipment employed by landing forces in amphibious operations. The Marine Corps will have primary responsibility for the development of those landing force doctrines, tactics, techniques, and equipment which are of common interest to the Army and the Marine Corps.

(2) Train and equip, as required, forces for airborne operations, in coordination with the other Military Services, and in accordance with joint doctrines.

(3) Develop, in coordination with the other Military Services, doctrines, procedures, and equipment of interest to the Marine Corps for airborne operations and not provided for by the Army, which has primary responsibility for the development of airborne doctrines, procedures, and techniques, which are of common interest to the Army and Marine Corps.

d. To organize and equip, in coordination with the other Military Services, and to provide naval forces, including naval close air support and space forces, for the conduct of joint amphibious operations, and to be responsible for the amphibious training of all forces assigned to joint amphibious operations in accordance with joint doctrines.

e. To develop, in coordination with the other Services, the doctrines, procedures, and equipment of naval forces for amphibious operations and the doctrines and procedures for joint amphibious operations.

f. To organize, train, equip, and provide forces for strategic nuclear warfare to support strategic deterrence.

g. To furnish adequate, timely, reliable intelligence for the Coast Guard.

h. To organize, train, equip, and provide forces for reconnaissance, antisubmarine warfare, protection of shipping, aerial refueling and minelaying, including

the air and space aspects thereof, and controlled minefield operations.

- i. To provide the afloat forces for strategic sealift.
- j. To provide air support essential for naval operations.
- k. To organize, train, equip, and provide forces for appropriate air and missile defense and space control operations, including the provision of forces as required for the strategic defense of the United States, in accordance with joint doctrines.
- l. To provide equipment, forces, procedures, and doctrine necessary for the effective prosecution of electronic warfare operations and, as directed, support of other forces.
- m. To furnish aerial photography, as necessary, for Navy and Marine Corps operations.
- n. To develop, in coordination with the other Services, doctrines, procedures, and equipment employed by Navy and Marine Corps forces in the conduct of space operations.
- o. To provide sea-based launch and space support for the Department of Defense when directed.
- p. To organize, train, equip, and provide forces, as directed, to operate sea lines of communication.
- q. To organize, train, equip, and provide forces for the support and conduct of special operations.
- r. To coordinate with the Department of Transportation for the peacetime maintenance of the Coast Guard. During war, the Coast Guard will function as a Military Service. The specific wartime functions of the Coast Guard are as follows:
 - (1) To provide an integrated port security and coastal defense force, in coordination with the other Military Services, for the United States.
 - (2) To provide specialized Coast Guard units, including designated ships and aircraft, for overseas deployment required by naval component commanders.

(3) To organize and equip, in coordination with the other Military Services, and provide forces for maritime search and rescue, icebreaking, and servicing of maritime aids to navigation.

2-11. Collateral Functions of the Navy and Marine Corps.
The Navy and Marine Corps to train forces for the following:

- a. To interdict enemy land, air power, and communications through operations at sea.
- b. To conduct close air and naval support for land operations.
- c. To furnish aerial imagery for cartographic purposes.
- d. To be prepared to participate in the overall air and space effort, as directed.
- e. To establish military government, as directed, pending transfer of this responsibility to other authority.

2-12. Navy and Marine Corps Responsibilities in Support of Space Operations. With respect to space operations, the Navy and the Marine Corps have specific responsibility for the following:

- a. Organizing, training, equipping, and providing Navy and Marine Corps forces to support space operations.
- b. Developing, in coordination with the other Military Services, tactics, techniques, and equipment employed by Navy and Marine Corps forces for use in space operations.
- c. Conducting individual and unit training of Navy and Marine Corps space operations forces.
- d. Participating with the other Services in joint space operations, training, and exercises as mutually agreed to by the Services concerned or as directed by competent authority.

2-13. Other Responsibilities of the Navy and Marine Corps

- a. The Navy and the Marine Corps, as appropriate, have primary responsibility for the following:

(1) Providing, when directed, logistic support of Coast Guard forces, including procurement, distribution, supply, equipment, and maintenance.

(2) Providing air and land transport essential for naval operations and not otherwise provided for herein.

(3) Providing and operating sea transport for the Armed Forces other than that which is organic to the individual Services.

b. To develop, in coordination with the other Services, doctrine and procedures for close air support for naval forces and for joint forces in amphibious operations.

SECTION IV, FUNCTIONS OF THE DEPARTMENT OF THE AIR FORCE

2-14. Composition and Broad Statement of Responsibility.

The Air Force, within the Department of the Air Force, includes aviation forces, both combat and service, not otherwise assigned. The Air Force is responsible for the preparation of the air forces necessary for the effective prosecution of war and military operations short of war, except as otherwise assigned and, in accordance with integrated joint mobilization plans, for the expansion of the peacetime components of the Air Force to meet the needs of war.

2-15. Primary Functions of the Air Force. The following are primary functions of the Air Force:

a. To organize, train, equip, and provide forces for the conduct of prompt and sustained combat operations in the air--specifically, forces to defend the United States against air attack in accordance with doctrines established by the Joint Chiefs of Staff, gain and maintain general air supremacy, defeat enemy air forces, conduct space operations, control vital air areas, and establish local air superiority except as otherwise assigned herein.

b. To organize, train, equip, and provide forces for appropriate air and missile defense and space control operations, including the provision of forces as required for the strategic defense of the United States, in accordance with joint doctrines.

c. To organize, train, equip, and provide forces for strategic air and missile warfare.

- d. To organize, equip, and provide forces for joint amphibious, space, and airborne operations, in coordination with the other Military Services, and to provide for their training in accordance with joint doctrines.
- e. To organize, train, equip, and provide forces for close air support and air logistic support to the Army and other forces, as directed, including airlift, air support, resupply of airborne operations, aerial photography, tactical air reconnaissance, and air interdiction of enemy land forces and communications.
- f. To organize, train, equip and provide forces for air transport for the Armed Forces, except as otherwise assigned.
- g. To develop, in coordination with the other Services, doctrines, procedures, and equipment for air defense from land areas, including the United States.
- h. To organize, train, equip, and provide force to furnish aerial imagery for use by the Army and other agencies as directed, including aerial imagery for cartographic purposes.
- i. To develop, in coordination with the other Services, tactics, techniques, and equipment of interest to the Air Force for amphibious operations and not provided for elsewhere.
- j. To develop, in coordination with the other Services, doctrines, procedures, and equipment employed by Air Force forces in airborne operations.
- k. To provide launch and space support for the Department of Defense, except as otherwise assigned.
- l. To develop, in coordination with the other Services, doctrines, procedures, and equipment employed by Air Force forces in the conduct of space operations.
- m. To organize, train, equip, and provide land-based tanker forces for the in-flight refueling support of strategic operations and deployments of aircraft of the Armed Forces and Air Force tactical operations, except as otherwise assigned.
- n. To organize, train, equip, and provide forces, as directed to operate air lines of communications.

- n. To organize, train, equip, and provide forces for the support and conduct of special operations.
- p. To provide equipment, forces, procedures, and doctrine necessary for the effective prosecution of electronic warfare operations and, as directed, support of other forces.

2-16. Collateral Functions of the Air Force. The Air Force trains forces to conduct the following:

- a. Surface sea surveillance and antisurface ship warfare through air operations.
- b. Antisubmarine warfare and antiair warfare operations to protect sea lines of communications.
- c. Aerial minelaying operations.
- d. Air-to-air refueling in support of naval campaigns.

2-17. Air Force Responsibilities in Support of Space Operations. With respect to space operations, the Air Force has the specific responsibility for the following:

- a. Organizing, training, equipping, and providing Air Force forces to support space operations.
- b. Developing, in coordination with the other Military Services, tactics, techniques, and equipment employed by Air Force forces for use in space operations.
- c. Conducting individual and unit training of Air Force space operations forces.
- d. Participating with the other Services in joint space operations, training, and exercises as mutually agreed to by the Services concerned, or as directed by competent authority.

2-18. Other Responsibilities of the Air Force

- a. With respect to amphibious operations, the Air Force will develop, in coordination with the other Services, tactics, techniques, and equipment of interest to the Air Force and not provided for by the Navy and Marine Corps.
- b. With respect to airborne operations, the Air Force has specific responsibility to:

(1) Provide Air Force forces for the air movement of troops, supplies, and equipment in joint airborne operations, including parachute and aircraft landings.

(2) Develop tactics and techniques employed by Air Force forces in the air movement of troops, supplies, and equipment.

c. With respect to close air support of ground forces, the Air Force has specific responsibility for developing, in coordination with the other Services, doctrines and procedures, except as provided for in Navy responsibilities for amphibious operations and in responsibilities for the Marine Corps.

CHAPTER 3

PRINCIPLES GOVERNING UNIFIED DIRECTION OF FORCES

SECTION I, GENERAL

3-1. General. This chapter provides guidance for commanders who employ forces in unified or specified commands. These forces are organized, equipped, trained, and provided by the Military Departments. Administration and support of these forces is the responsibility of the Military Departments, unless otherwise directed by the Secretary of Defense. Principles and doctrine for organization, operations, intelligence, communications, logistics, administration, training, and the exercise of authority by joint force commanders are set forth and discussed in the sections that follow.

SECTION II, COMMAND AND ORGANIZATION

SUBSECTION 1, PRINCIPLES AND THEIR APPLICATION

3-2. Command Authority

a. Command. For the purposes of this document, command is defined as follows:

(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 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. (JCS Pub 1).

(2) A unit or units, an organization, or an area under the command of one individual. (JCS Pub 1).

b. Command authority provides the commander with the control necessary to accomplish the mission and thereby discharge assigned responsibility. The authority vested in a commander must be commensurate with the responsibility assigned.

3-3. Aims of Command Organization. The mission to be accomplished and the objective to be attained in accomplishment of the mission are the two most fundamental considerations in the establishment of command organization.

Sound command organization should provide for unity of effort, centralized direction, decentralized execution, common doctrine, and interoperability. Unity of effort is necessary for effectiveness and efficiency. Centralized direction 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. Common doctrines are essential for mutual understanding and confidence between a commander and assigned subordinates, and among the subordinates themselves, so that timely and effective action will be taken by all concerned in the absence of specific instructions. Command emphasis on interoperability will result in enhanced joint warfighting capabilities through improved joint tactics, techniques, and procedures.

3-4. Chain of Command

a. Top Echelon. Responsibility and authority for conducting a campaign, an operation, or a series of similar or related operations normally are vested in a single commander who exercises command through a "chain of command."

b. Next Lower Echelon. In planning, the commander should apportion as necessary to subordinate commanders the tasks that together will accomplish the plan. Each of these immediate subordinate commanders is responsible to the common superior for the accomplishment of assigned tasks. Together these commanders constitute the next lower echelon of command.

c. Further Echelons. Each subordinate commander, in turn, should further apportion to subordinates the tasks that together will accomplish the plan.

d. Governing Principle. The extent to which this process of apportionment is continued depends upon the nature of the tasks and the forces available to the commanders involved. The several command echelons thus established constitute the chain of command.

e. Exceptions. In crises of limited duration and intensity short of war (such as a terrorist incident), commanders may modify the existing chain of command to achieve maximum command efficiency and effectiveness consistent with mission accomplishment. Subordinate command echelons bypassed in such a shortened chain of command will normally receive information copies of

directives issued by the CINC and reports to that commander by subordinate commanders in the shortened chain of command. Commanders of bypassed intermediate commands may provide information and recommendations through the normal chain of command.

3-5. Responsibility of the Superior Commander. In apportioning the tasks that will accomplish the mission and in assigning responsibility for their execution, the superior commander has the following responsibilities:

- a. To state the missions or tasks of subordinates so as to indicate clearly how each subordinate is expected to contribute to the superior's plan.
- b. To allocate to immediate subordinates the forces and other means with which to accomplish their tasks.
- c. To delegate to subordinates authority commensurate with their responsibilities.
- d. To provide subordinates with all the information available and pertinent to the situation, and notify them promptly of changes.
- e. To inform subordinates of changes in plans and to modify their missions, tasks, and forces as necessary to meet the exigencies of a changing situation.

3-6. Responsibility of a Subordinate Commander. A subordinate commander must provide for the accomplishment of missions or tasks assigned by the plans and orders of the superior. A subordinate commander is given wide latitude in choosing or changing a course of action for accomplishing assigned missions or tasks that are relatively independent of other forces. Conversely, when assigned missions or tasks involve interdependent action between commanders, the choice may be limited by the coordinating directives of the superior. 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 interest of better accomplishing the overall mission. 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.

3-7. Factors Determining Organizational Structure

a. General Factors. The organizational form of a command, the size and the nature of the forces assigned, and the extent of the authority exercised by the commander are based primarily on the following:

- (1) Responsibilities, missions, and tasks assigned to the commander.
- (2) The nature and scope of the operations.
- (3) The forces available or to be made available.
- (4) Geography.
- (5) Enemy forces.
- (6) Time available.

b. Particular Factors. The organization of the command within the form prescribed by the establishing authority is based primarily on the:

- (1) Manner in which the commander decides to fulfill the mission.
- (2) Characteristics and Service identity of the forces assigned.

3-8. Area Basis

a. Purpose of Command Organization on Area Basis.

Command organization on a geographic area basis is the most commonly used method of organizing a command for implementing the strategic plans and strategic guidance of the Joint Chiefs of Staff. The purpose of such an organization is to:

- (1) Provide for centralized direction of the forces within the area.
- (2) Integrate the efforts of the Service components assigned to the area.
- (3) Fix responsibility for certain normal, continuing operations.
- (4) Establish the responsibility of the commander.
- (5) Effect coordination of logistic support.

b. Operations in an Area

(1) In establishing commands, it is not intended to delineate restrictive geographic areas of responsibility for carrying out missions assigned. This assures flexibility to deal with situations that overlap the geographic boundaries of the current commands and with changing world conditions. Commanders may operate assigned forces wherever required to accomplish their missions. Based on strategic direction provided for by the Chairman, Joint Chiefs of Staff, these forces may conduct operations from or within any geographic area as may be required for the accomplishment of assigned tasks, as mutually agreed by the commanders concerned, or as directed by the Chairman, Joint Chiefs of Staff.

(2) Certain bases located in a geographic area assigned to one commander may be established for the purpose of supporting the forces of another commander. Such bases will be operationally responsive to the commander whose forces are supported. In such instances, operational control and responsibility for internal administration and security of these bases will be assigned to the commander whose forces are supported.

(3) In cases where bases, installations, or activities normally under the command of one commander are assigned in whole or in part to another commander for other purposes, pertinent communications should be routed through both commanders so that each may be informed of conditions affecting their logistic and operational responsibilities.

c. Area of Responsibility. When responsibility for certain normal continuing operations within a specific geographic area is assigned to a commander, the commander is said to be assigned an area of responsibility and is referred to as the area commander of the designated area. The title of the area of responsibility and its delineation are prescribed in the establishing directive.

d. Assignment of Areas of Responsibility. A large general geographic area may be assigned to a CINC. Small areas of responsibility may be further established and assigned as necessary to commanders

subordinate to the CINC by direction of the Secretary of Defense or by the commander assigned the general area of responsibility.

e. Scope of Authority of Area Commander. Forces not assigned to an area commander are often assigned missions that require them to cross area boundaries. In such cases, it is the duty of the area commander to assist the operations of these forces to the extent of existing capabilities, consistent with other assigned missions. Transient forces within the assigned area of responsibility of an area commander are subject to the area commander's orders for certain purposes, such as coordination for emergency defense or allocation of local facilities. However, they are not part of the command, and the area commander is not in their chain of command. The normal chain of command of such transient combatant or service forces is fixed by their assignment to a command and not by their movement across geographic boundaries. Similarly, a separate force may be established by higher authority within the boundaries of a commander's area of responsibility but may still be operationally independent. In this case, the command relationships and the mutual responsibilities of the commanders of the area and of the transient force will be specified in the order establishing the independent force.

f. Information Required by an Area Commander. Each area commander will be kept apprised of the presence, mission, movement, and duration of stay of forces within the area of responsibility 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.

3-9. Functional Basis

a. Purpose of Command Organization on Functional Basis. For certain types of operations and forces, a command organization based solely on military functions without respect to geographic areas may be more suitable than a command organization based on geographic area. A command organization on a functional basis is often necessary or desirable for one or more of the following purposes:

(1) Centralizing control and direction of certain military functions and types of operations that are not restricted to or limited by a specific geographic area and that may take place wholly or partly within geographic areas organized on an area command basis for other purposes.

(2) Fixing responsibility for certain normal, continuing inter-area or intra-area functions.

(3) Establishing the responsibility of a commander.

(4) Effecting coordination of specialized logistic support required for the type of operation concerned.

(5) Supporting a particular operational plan.

b. Exemption from Control of Area Commander. The missions or tasks assigned to a functional commander 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 will be specified by the authority who establishes the functional command.

c. Area Commander's Responsibilities for Exempted Activities. Area commanders may be assigned specific responsibilities with respect to exempted installations or activities, such as logistic support or area defense, particularly if enemy forces should traverse the area commander's area of responsibility to attack the exempted installation or activity.

3-10. Service Function

a. Service Functions as They Affect Command Organization. To achieve stability, continuity, and economy and to facilitate long-range planning, each of the Services has responsibility for organizing, training, equipping, and providing forces to fulfill certain combatant functions and for administering and supporting the forces so provided (except as may otherwise be directed by the Secretary of Defense). The functions involved in a military operation determine the Service identity of the forces to be assigned and usually the Service identity of the overall commander. Because the exact role of each Service and weapon in future war cannot be determined,

the assignments of primary functions contained in Chapter II are not intended to be rigidly prescriptive in time of war with respect to command structure or relationships; however, due consideration must be given to such Service functions.

b. Maintenance of Single-Service Integrity. The command organization should integrate components of two or more Services into efficient teams while, at the same time, preserving to each Service its single-Service responsibilities. The commander of any force must give due consideration to these responsibilities. Furthermore, organizational integrity of Service components should be maintained in so far as practicable to exploit fully their inherent capabilities. When elements of the Navy and the Marine Corps alone comprise a force, internal relationships within the force will be governed by regulations of the Department of the Navy.

3-11. Organization of Forces

a. Consistent with the provisions of this section and within the framework of the method of command specified by the establishing authority, each commander will organize assigned forces so as best to perform the mission. The organizational form of forces will depend on the mission assigned, the manner in which the mission is to be fulfilled, the capabilities and strength of the component elements of the forces assigned, and the phasing of the contemplated operation. The arrangement and grouping of assigned forces should be sufficiently flexible to meet the planned phases of the contemplated operation and any development that may necessitate a change in plan.

b. The common superior is responsible for determining the basis on which subordinate commanders will exercise command and for assigning responsibilities, authorities, and command relationships in a clear manner in the directives that establish subordinate commands. The assignment of command relationships and the establishment of coordinating instructions are particularly important when commanders are assigned missions that bring their forces into common or contiguous areas.

SUBSECTION 2, COMMAND RELATIONSHIPS

3-12. Assignment and Transfer of Forces. In accordance with the direction of the Secretary of Defense, the Secretaries of the Military Departments assign forces to the CINCs of the unified and specified combatant commands who exercise command authority over them. When forces are assigned or transferred, the gaining commander exercises one of the command relationships described in this subsection.

a. Combatant Command (COCOM) is the command authority over assigned forces vested in the CINCs by title 10, United States Code, section 164, and is not transferable.

b. Operational Control (OPCON) of assigned forces is inherent in COCOM and is transferable within a combatant command by the CINC or between combatant commands by the Secretary of Defense.

c. A force assigned to a combatant command may be transferred from that command only by authority of the Secretary of Defense under procedures approved by the President. Forces will be transferred between CINCs by reassignment or attachment.

(1) When transfer of forces between CINCs will be permanent, or the broadest level of command and control is required or desired, forces are reassigned.

(2) When transfer of forces between CINCs will be temporary, forces may either be reassigned or attached. If attached, the establishing directive normally will specify that the authority the gaining CINC will exercise is OPCON. The parent CINC will retain responsibility for administration and logistic support for forces attached to another CINC. When OPCON is not appropriate, the Secretary of Defense may specify other command relationships; however, the other command relationships are normally reserved for use by a CINC within his combatant command.

(a) Within his command, the commander of a unified command may direct the attachment of forces of any assigned Service component to other subordinate commands..

(b) The Secretary of Defense may direct the attachment of forces of any of the Services to

a specified command, and the commander of the specified command, in turn, may direct further attachments of forces within the command.

(c) When forces of one Service are attached to forces of another Service, formation of a subordinate joint command, while not automatic, will be considered by the appropriate authority.

(d) The commander of a force, to the extent possible, should use attached units for the purpose for which they were attached.

d. CINCs organize their commands and assign forces to subordinate commands as appropriate. Commanders of subordinate commands exercise OPCON over assigned forces and normally exercise OPCON over attached forces; however, the CINC in the establishing directive may specify other command relationships listed in this subsection as the appropriate command authority over attached forces.

3-13. Guidance on Exercise of Combatant Command

a. COCOM is exercised only by commanders of unified and specified combatant commands. 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, 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 the Service component commander. COCOM provides full authority to organize and employ commands and forces as the CINC considers necessary to accomplish assigned missions.

b. COCOM includes the authority of OPCON described in paragraph 3-15, below, and is the additional authority to:

(1) Exercise or delegate OPCON.

(2) 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.

(3) Coordinate the boundaries of geographic areas with other CINCs as necessary to prevent both duplication of effort and lack of adequate control of operations in the delineated areas.

(4) Unless otherwise directed by the Secretary of Defense, function 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 area of responsibility (AOR). 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.

(5) Determine those matters relating to the exercise of COCOM in which subordinates must communicate with agencies external to the combatant command through the CINC.

(6) Coordinate with Service components and approve 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.

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

(8) Participate in the development and acquisition of the command's command, control, and communications systems and direct their operation.

(9) Submit recommendations through the Chairman, Joint Chiefs of Staff, to the Secretary of Defense concerning the content of guidance affecting the strategy and/or fielding of joint forces.

(10) Participate actively in the Planning, Programming, and Budgeting System (PPBS), as follows:

(a) Submit to the Chairman, Joint Chiefs of Staff, comments and recommendations to be used in planning the proposed DOD policy, strategy, and force guidance for programming.

(b) Provide guidance to Service component commanders on warfighting requirements and priorities for addressal in their program and budget requests to the respective Military Departments.

(c) Provide a separate, fiscally constrained integrated priority list of essential warfighting requirements prioritized across Service and functional lines for consideration by the Secretaries of the Military Departments; the Chairman, Joint Chiefs of Staff; and the Secretary of Defense in developing the DOD program and budget.

(d) Review reports from Service component commanders on the degree to which their program and budget requests meet the warfighting requirements of the command. CINCs may communicate directly with the Secretaries of the Military Departments; the Chairman, Joint Chiefs of Staff; and the Secretary of Defense through the Chairman, Joint Chiefs of Staff, concerning their assessment of operational capability deficiencies associated with program and budget requests.

(e) Review and provide comments and recommendations to the Chairman, Joint Chiefs of Staff, and the Secretary of Defense through the Chairman, Joint Chiefs of Staff, on the degree to which Service programs satisfy warfighting requirements.

(f) Assess the impact of OSD program and budget decisions and provide recommendations to the Chairman, Joint Chiefs of Staff, and the Secretary of Defense through the Chairman, Joint Chiefs of Staff.

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

(11) Concur in the assignment (or recommendation for assignment) of officers as commanders directly subordinate to the CINC and to positions on the combatant command staff.

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

- c. Unless authorized by the Secretary of Defense, the commander of a unified command will not act as the commander of a subordinate command.
- d. If the commander of a combatant command at any time considers his authority, direction, or control insufficient to command effectively any of the commands or forces assigned to the command, the commander will promptly inform the Secretary of Defense through the Chairman, Joint Chiefs of Staff.
- e. When authorized by the Secretary of Defense, the commander of US elements of a combined command may exercise COCOM of those US forces assigned to that command.
- f. CINCs may exercise COCOM:
 - (1) Through Service component commanders.
 - (2) Through functional component commanders, if established for a particular operational purpose.
 - (3) Through a commander of a subordinate unified command (unified command only).
 - (4) Through a single-Service force commander reporting directly to the CINC. Normally, missions requiring operations of a single-Service force will be assigned to the applicable Service component commander. Under exceptional circumstances, a CINC may establish a separate single-Service force.
 - (5) Through the commander of a joint task force who reports directly to the CINC.
 - (6) Directly over specific operational forces that, because of the mission assigned and the urgency of the situation, must remain immediately responsive to the CINC.

3-14. Specific Guidance on Exercise of Directive Authority for Logistic Matters

- a. The exercise of directive authority for logistics by a CINC includes the authority to issue directives, including

peacetime measures, to subordinate commanders necessary to ensure the following:

- (1) Effective execution of approved operational plans.
- (2) Effectiveness and economy of operation.
- (3) Prevention or elimination of unnecessary duplication of facilities and overlapping of functions among the Service component commands.

b. This authorization of directive authority is not intended to:

- (1) Discontinue Service responsibility for logistic support.
- (2) Discourage continuation of techniques of coordination by consultation and agreement.
- (3) Disrupt effective procedures, efficient utilization of facilities, or organization.

c. 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.

(1) Under conditions short of crisis or war, the scope of the logistic and administrative responsibilities exercised by the commander of a unified command will be consistent with the peacetime limitations imposed by legislation, departmental policy or regulations, budgetary considerations, local conditions, and other specific conditions prescribed by the Secretary of Defense or the Chairman, Joint Chiefs of Staff. Where these factors result in differences between CINCs and Service component commanders, the comments and recommendations of the CINC, together with the comments of the Service 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 CINC, through the Chairman, Joint Chiefs of Staff, to the Secretary of Defense.

(2) Under crisis action or wartime conditions and where critical situations make diversion of the normal logistic process necessary, the logistic authority and responsibility of commanders of unified commands are expanded to authorize them to use all facilities and supplies of all forces assigned to their commands as necessary, for the accomplishment of their missions during response to crisis or under the approved war plan being implemented. Joint logistic doctrine developed by the Chairman, Joint Chiefs of Staff, establishes wartime logistic support policies that will assist the commander of a unified command in conducting successful joint operations.

d. A CINC will exercise approval authority over Service logistic programs (base adjustments, force beddowns, etc.) within the area of responsibility that will have significant effects on his operational capability or sustainability. When the CINC does not concur with proposed Service logistic program action, the CINC or the Secretary of the Military Department may forward the issue through the Chairman, Joint Chiefs of Staff, to the Secretary of Defense for resolution.

3-15. Guidance on Exercise of Operational Control

a. OPCON may be exercised by commanders at any echelon at or below the level of combatant command. 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. OPCON should be exercised through the commanders of subordinate organizations; normally, this authority is exercised through the Service component commanders. OPCON 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. OPCON does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training.

b. OPCON is the authority to:

- (1) Exercise or delegate OPCON, tactical control (TACON), and other command relationships, excluding COCOM.
- (2) Give direction to subordinate commands and forces necessary to carry out missions assigned to the command, including authoritative direction over all aspects of military operations and joint training.
- (3) Prescribe the chain of command to the commands and forces within the command.
- (4) Organize commands and forces within the command as necessary to carry out missions assigned to the command.
- (5) Employ forces within the command as necessary to carry out missions assigned to the command.
- (6) Assign command functions to subordinate commanders.
- (7) Plan for, deploy, direct, control, and coordinate the action of subordinate forces.
- (8) Establish plans, policies, and overall requirements for the intelligence activities of the command.
- (9) Conduct joint training and joint training exercises required to achieve effective employment of the forces of the command as a whole, in accordance with joint doctrine established by the Chairman, 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.
- (10) Suspend from duty and recommend reassignment of any officer assigned to the command.
- (11) Define clearly the assignment of responsibilities to subordinate commanders for certain routine operational matters that require coordination of effort of two or more commanders.
- (12) Establish an adequate system of control for local defense and delineate such areas of responsibility for subordinate commanders as deemed desirable.

(13) Delineate functional responsibilities and geographic areas of responsibility of subordinate commanders.

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

d. Guidance on the exercise of OPCON of Marine Air Ground Task Force (MAGTF) tactical aviation during sustained operations ashore is found in JCS Pub 3-01.2 and JCS Pub 3-56.23.

3-16. Guidance on Exercise of Tactical Control

a. TACON may be exercised by commanders at any echelon at or below the level of combatant command. TACON is the detailed and usually local direction and control of movements or maneuvers necessary to accomplish assigned missions or tasks.

b. TACON provides the authority to:

- (1) Give direction for military operations.
- (2) Control designated forces.

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.

3-17 Guidance on Exercise of Support

a. Support may be exercised by commanders at any echelon but will normally be established below the level of combatant command. When the Secretary of Defense or a superior commander decides that one force should aid, assist, protect, or sustain another force, a support relationship will be established between the forces. This relationship is accomplished by directing that one force (referred to as the "supporting force") give support to (or operate "in support of") another force (referred to as the

"supported force"). The degree of authority granted to the supported commander is specified by the superior commander in the establishing directive.

b. Support is the action of a force that aids, protects, complements, or sustains another force in accordance with a directive requiring such action, or a unit in battle such as aviation, artillery or naval gunfire used as a support for infantry, or an element of a command that assists, protects, or supplies other forces in combat.

(1) Mutual support is the action that units render each other against an enemy because of their assigned tasks, their position relative to each other and to the enemy, and their inherent capabilities.

(2) General support is the action that is given to the supported force as a whole rather than to a particular subdivision thereof.

(3) Direct support is a mission requiring a force to support another specific force and authorizing it to answer directly the supported force's request for assistance.

(4) Close support is the action of the supporting force against targets or objectives that are sufficiently near the supported force as to require detailed integration or coordination of the supporting action with fire, movement, or other actions of the supported force.

c. Unless limited by the establishing directive, the commander of the supported force will have the authority to exercise general direction of the supporting effort. General direction includes the designation of targets or objectives, timing and duration of the supporting action, and other instructions necessary for coordination and efficiency.

d. The supported commander should consider the accepted tactical practices of the Service of the supporting force. Normally, the supporting commander will be permitted to prescribe the tactics, methods, communications, and procedures to be employed by elements of the supporting force.

e. The supporting commander has the responsibility to ascertain the needs of the supported force and take such action to fulfill them as is within existing capabilities, consistent with priorities and requirements of other assigned tasks.

f. The establishing directive will indicate the purpose, in terms of the effect desired, and the scope of the action to be taken. It should include:

(1) The strength of forces allocated to the supporting mission.

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

(3) The priority of the supporting mission relative to the other missions of the supporting force.

(4) The authority, if any, of the supporting force to depart from its supporting mission in the event of exceptional opportunity or an emergency.

(5) The general or special authority for any operational or other instructions to be issued by the forces being supported or by other authority in the action areas.

3-18. Guidance on Exercise of Coordinating Authority

a. A coordinating authority is a commander or individual assigned responsibility for coordinating specific functions and activities involving forces of two or more Services 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. Coordinating authority may be exercised by commanders at any echelon at or below the level of combatant command. The common task to be coordinated will be specified in the establishing directive without disturbing the normal organizational relationships in other matters.

b. Coordinating authority is a consultation relationship between commanders, not an authority through which command may be exercised. Coordinating authority is more applicable to planning and similar activities than to operations.

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(4) A coordinating authority may be established by a joint force commander at any level for the purpose of obtaining coordination of specific functions or activities among assigned, attached, and supporting forces.

SUBSECTION 3, UNIFIED COMMAND

3-19. Unified Command. A unified command is a command with a broad continuing mission under a single commander and composed of significant assigned components of two or more Services, and which is established and so designated by the President, through the Secretary of Defense with the advice and assistance of the Chairman, Joint Chiefs of Staff.

3-20. 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. A broad continuing mission exists requiring execution by significant forces of two or more Services and necessitating single strategic direction.

b. Any combination of the following exists and significant forces of two or more Services are involved:

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

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

(3) Necessity for common utilization of limited logistic means.

3-21. Establishing Authority. The authority that established a unified command will determine the force structure, designate a commander, assign or have assigned the forces and the mission, and define the general geographic area of responsibility or the function. The establishing authority may also designate a second-in-command.

3-22. Joint Staff. The commander of a unified command will have a joint staff with appropriate members in key positions of responsibility from each Service having significant forces assigned to the command.

- a. The joint staff shall be reasonably balanced with regard to the composition of the forces and the character of the operations, so as to ensure an understanding by the commander of the characteristics, tactics, techniques, capabilities, needs, and limitations of each component part of the forces.
- b. Normally, a member of the joint staff will not also function as the commander of a subordinate force.
- c. 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.

3-23. Primary Responsibilities of the Commander of a Unified Command

- a. Maintain the security of the command and protect the United States, its possessions, and bases against attack or hostile incursion.
- b. Maintain the preparedness of the command to carry out missions assigned to the command.
- c. Carry out assigned missions, tasks, and responsibilities.
- d. Assign tasks to, and direct coordination among, the subordinate commands to ensure unity of effort in the accomplishment of the assigned missions.
- e. Communicate directly with:
 - (1) The Chiefs of the Services on single-Service matters as deemed appropriate.
 - (2) The Chairman, Joint Chiefs of Staff, on other matters, including the preparation of strategic 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.
 - (3) The Secretary of Defense, in accordance with applicable directives.
 - (4) The subordinate elements, including the development organizations, of the Defense agency or

the Military Department directly supporting the development and acquisition of the CINC's command and control system in coordination with the Director of the Defense agency or Secretary of the Military Department concerned.

f. Keep the Chairman, 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.

3-24. Authority of the Commander of a Unified Command in an Emergency

a. In the event of a major emergency in the CINC's area of responsibility, requiring the use of all available forces, the CINC may assume temporary OPCON of all forces in the assigned area of responsibility, except those forces scheduled for or actually engaged in the execution, under war plans approved by the Joint Chiefs of Staff, of specific operational missions 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 of the nature and estimated duration of employment of such forces:

- (1) The Chairman, Joint Chiefs of Staff.
- (2) The appropriate operational commanders.
- (3) The Service Chief of the forces concerned.

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

c. Under unusual circumstances in wartime or in a crisis of limited duration and intensity short of war (such as a terrorist incident), a CINC may exercise direct OPCOM of subordinate elements at any echelon in his chain of command. He may also exercise OPCOM directly or through a shortened chain of command to forces assigned for the purpose of resolving the crisis. Additionally, in emergency situations, he may exercise temporary OPCOM of supporting forces when he deems it necessary to accomplish the mission effectively and efficiently. Commanders bypassed in such exceptional command arrangements and the superior

commanders of any forces not normally under the OPCOM of the CINC will be kept advised of all directives issued to elements under such exceptional command arrangements and of reports from these elements. Such arrangements will be terminated as soon as practicable, consistent with accomplishment of the mission.

3-25. Assumption of Temporary Command. In the temporary absence of a CINC from the command, interim command will pass to his 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.

3-26. Subordinate Commands. These commands consist of the commander and all those individuals, units, detachments, organizations, or installations that have been placed under the command by the authority establishing the subordinate command.

a. Subordinate Unified Command. When so authorized through the Chairman, commanders of unified commands may establish subordinate unified commands to conduct operations on a continuing basis in accordance with the criteria set forth for unified commands. Commanders of subordinate unified commands have functions, authority, and responsibilities similar to those of the commanders of unified commands. Such authority applies within the area of responsibility of the commander of the subordinate unified command and is subject to modification by the commander of the unified command. The commanders of Service components of subordinate unified commands have responsibilities and missions similar to those listed for Service 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 components of the unified command on Service-specific matters and inform the commander of the subordinate unified command as that commander directs.

b. Service Component Commands. A Service component command consists of the Service component commander and all those individuals, units, detachments, organizations, and installations under his command that have been assigned to the unified command. Other individuals, units, detachments, organizations, or installations may operate directly under the Service component commander and should contribute to the mission of the CINC.

(1) Designation of Service Component Commanders. With the exception of the commander of a unified command and members of the command's joint staff, the senior officer of each Service assigned to a unified 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. In either case, assignment of any specific individual as a Service component commander is subject to the concurrence of the CINC.

(2) Responsibilities of Service Component Commanders Service component commanders have responsibilities that derive from their positions in both the operational and the Service chains of command. Regardless of the OPCOM arrangements within the unified command, the Service component commander retains responsibilities for certain Service-specific functions. Service component commanders are responsible to the commander of the unified command for the following:

(a) Making recommendations to the CINC on the proper employment of the forces of the Service component.

(b) Accomplishing such operational missions as may be assigned.

(c) 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.

(d) 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.

(e) Informing their CINC of planning for changes in logistic support that would significantly affect his operational capability or sustainability sufficiently early in the planning process for the CINC to evaluate the

proposals and exercise approval authority prior to final decision or implementation. If the CINC does not approve the proposal, he will forward the issue 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 CINC.

(f) Developing program and budget requests that comply with CINC guidance on warfighting requirements and priorities. The Service component commander will provide to the CINC a copy of his program submission prior to forwarding it to the Service headquarters. The Service component commander will keep the CINC informed of the status of CINC requirements while Service programs are under development.

(g) Informing the CINC of program and budget decisions that may affect operational and contingency planning. The Service component commander will inform the CINC of such decisions and of program and budget changes in a timely manner during the process in order to permit the CINC to express his views before final decision. The Service component commander will include in this information Service rationale for nonsupport of the CINC's requirements.

(h) The Service component commander also is responsible within the unified command for the following Service functions:

1. Internal administration and discipline.
2. Training in own Service doctrine, tactical methods, and techniques.
3. Logistic functions normal to the command, except as otherwise directed by higher authority.
4. Service intelligence matters.

(i) The Service component commander is responsible for providing, as requested, supporting operational and exercise plans with necessary force data to support missions that may be assigned by the CINC.

(3) Communication With a Service Chief. Unless otherwise directed by the CINC, the Service component commander will communicate through the unified command on those matters over which the CINC exercises OPCOM or directive authority. On Service-specific matters such as personnel, administration and unit training, the Service component commander will normally communicate directly with the Service Chief, informing the CINC as the CINC directs.

(4) 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 CINC.

c. Joint Task Force. A joint task force (JTF) is a force composed of assigned or attached elements of the Army, the Navy or the Marine Corps, and the Air Force or two or more of these Services, that is constituted and so designated by the Secretary of Defense, by a CINC, or by the commander of a subordinate unified command or an existing joint task force.

(1) A JTF is established when the mission has a specific limited objective and does not require overall centralized control of logistics. The mission assigned a JTF should require execution of responsibilities involving two or more Services 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 when the purpose for which it was created has been achieved.

(2) The authority establishing a JTF designates the commander and assigns the mission and forces.

(3) The commander of a JTF exercises OPCON over assigned and attached forces. The commander is charged with the responsibility for making recommendations to the superior commander on the proper employment of assigned forces and for accomplishing such operational missions as may be assigned by the establishing commander. JTF commanders are also responsible to the CINC for the conduct of joint training of assigned forces.

(4) 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.

d. Functional Component Commands. CINCs and commanders of subordinate unified commands and JTFs have the authority to exercise OPCON through functional component commands when such a command structure will enhance the overall capability to accomplish the mission of the establishing commander. Functional component commands are normally, but not necessarily, composed of forces of two or more Services. Functional component commands may be established in peacetime or war, to perform particular operational missions that may be of short duration or may extend over a period of time.

(1) The commander establishing a functional component command has the authority to designate its commander. Normally, the balance of Service forces or command and control capabilities should be the primary factors in selecting the functional component commander.

(2) The commander of a functional component command exercises OPCON over assigned and attached forces, and is charged with responsibility to make recommendations to the establishing commander on the proper employment of assigned forces and for accomplishing such operational missions as may be assigned. The commander is also responsible for joint training of assigned forces.

(3) The functional component 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. When the 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 his assigned forces and the responsibilities retained by his Service component commanders.

SUBSECTION 4, SPECIFIED COMMAND

3-27. Definition of a Specified Command. A specified command is a command that has a broad continuing mission and that is established and so designated by the President through the Secretary of Defense with the advice and assistance of the Chairman, Joint Chiefs of Staff. It normally is composed of forces from but one Service.

3-28. Composition. Although a specified command normally is composed of forces from one Service, it may include units and staff representation from other Services.

3-29. Establishing Authority. The authority that establishes a specified command will accomplish the following for that command:

- a. Determine the force structure.
- b. Designate a commander.
- c. Assign forces or have forces assigned.
- d. Assign the missions.
- e. Define the general geographic area or the function.

3-30. Allocation of Other Service Forces. When units of other Services are allocated (assigned or attached) to the commander of a specified command, the purpose and duration of the allocation will normally be indicated. Such allocation, in itself, does not constitute the specified command as a unified command or a joint task force. If the allocation is major and to be of long duration, a unified command normally would be established in lieu of a specified command.

3-31. 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.

SUBSECTION 5, SUPPORT BY TRANSIENT FORCES
UNDER EMERGENCY CONDITIONS

3-32. Definition. Transient forces are forces which pass or stage through, or base temporarily within, the area of responsibility of another command but are not under its operational control. (JCS Pub 1)

3-33. Purpose. This section sets forth the following:

- a. Principles governing support provided by a transient force during an emergency to a commander in whose area of responsibility the transient force is located.
- b. Responsibilities of the commanders concerned.

3-34. Scope. The provisions of this section shall not be construed as limiting:

- a. The authority of a CINC to assume OPCON of all forces within geographic area in an emergency.
- b. The authority of a common superior of the commander of the transient force and the commander in whose area of responsibility units of the transient force are located.

3-35. Application. This section applies to all commands organized on an area basis. Within this section, the term "area commander" will be used to indicate any or all of these commands.

3-36. Command Relationships. Although transient forces are subject to the orders of the area commander for certain purposes such as coordination for emergency defense or allocation of local facilities, transient forces that for any reason are within the assigned area of responsibility of an area commander are not part of the command, and the area commander is not in their chain of command. The normal chain of command of such transient combatant or Service forces is fixed by their assignment to a command and not by their movement across geographical boundaries. Similarly, a separate force may be established by higher authority within the boundaries of an area of responsibility but operationally independent of it. In the latter case, the command relationships and the mutual responsibilities of the two forces will be specified in the order establishing the independent force.

3-37. Support Under Emergency Conditions. Normally, support by transient forces under emergency conditions will be mutual support, unless otherwise specified by the CINC concerned.

3-38. When Support Is Required. A transient force commander is required, insofar as is consistent with assigned mission and capabilities, to support the commander within whose area of responsibility the transient force is located under the following circumstances:

a. The area commander declares that there is, in all or part of the assigned area of responsibility, an emergency that cannot be met with assigned forces.

b. There is a surprise enemy attack that the area commander cannot meet with assigned forces.

3-39. Support by Committed Forces. Transient forces committed by higher authority to pending operations should not be required to support an area commander in an emergency unless the situation demands it, and then only subject to the approval of the CINC. In such case, it is incumbent upon the commander requesting diversion of the transient forces from their assigned mission to justify the action request to the CINC as soon as practicable.

3-40. Compliance With Area Defense Plans. Transient force commanders supporting area commands should adhere to area defense plans. Transient force commanders are responsible for the local security of their units, unless other specific arrangements have been made in advance. These transient force defense plans must be coordinated with existing area defense plans.

3-41. Disposition of Force. The units of a transient force supporting an area commander in an emergency may either be used in support of or attached to the forces of the area commander. In the latter case, the organization of the units of the transient force should be kept intact.

3-42. Authority for Ending Emergency. The area commander who declares the existence of a state of emergency within his command will specify when the emergency is ended.

3-43. Resumption of Normal Command. Command relationships existing before declaration of an emergency should be resumed as soon as the emergency is ended.

3-44. Area Command Responsibility. The area commander, acting either on his own initiative or by direction of his immediate superior in the chain of command, has the following responsibilities:

- a. Make appropriate and timely representation, including the declaration of a state of emergency, to commanders of transient forces concerning his needs for support.
- b. Inform commanders of transient forces concerning pertinent portions of area defense plans.
- c. Prescribe the conditions of readiness and alert within the command, including those applicable to transient forces.
- d. Keep transient force commanders informed of all pertinent information and intelligence available.

3-45. Transient Force Command Responsibility. The commander of a transient force present within an area command has the following responsibilities:

- a. Inform the area commander upon arrival in the area of the capabilities of the transient force for support in an emergency.
- b. Inform the area commander about which units of the transient force can be used to support area forces in an emergency without jeopardizing the accomplishment of the mission of the transient force.
- c. Support the area commander within existing capabilities and to the extent consistent with other assigned tasks.

3-46. Command Relation Between Transient Forces. When two or more transient forces are present in the area of an area command, each such force will be considered as a separate force, unless directed otherwise by higher authority.

SUBSECTION 6, COMMAND AND CONTROL

3-47. General Definition. A command and control system consists of the facilities, equipment, communications, procedures, and personnel essential to a commander for planning, directing, and controlling operations of assigned forces pursuant to the missions assigned (JCS Pub 1). The specific composition of the command and control system depends upon the missions of the command, its organization,

and the type of forces assigned, and extends to those operational forces that, because of the nature of their combat employment, must remain directly and immediately responsive to the commander.

3-48. Worldwide Military Command and Control System. WWMCCS is the system that provides the means for operational direction and technical administrative support involved in the C2 function of US military forces. WWMCCS ensures effective connectivity among the NCA, the Joint Chiefs of Staff, and other components of the NMCS down to the Service component commanders. The system is comprised of:

- a. The NMCS.
- b. The command and control systems of the unified or specified commands.
- c. The WWMCCS-related management and information systems of the headquarters of the Military Departments.
- d. The command and control systems of the headquarters of the Service component commands.
- e. The command and control support systems of DOD agencies.

3-49. National Military Command System

a. The NMCS is the priority component of the WWMCCS designed to support the NCA in the exercise of their responsibilities. The NMCS provides the means by which the President and the Secretary of Defense can receive warning and intelligence upon which accurate and timely decisions can be made, the resources of the Military Departments applied, military missions assigned, and by which direction can be given to CINCs or the commanders of other commands established by the NCA. The NMCS must be capable of providing information so that appropriate and timely responses can be selected and directed by the NCA and implemented. In addition, the NMCS supports the Joint Chiefs of Staff in carrying out their responsibilities.

b. Both the communication of warning and intelligence from all sources and the communication of decisions and commands to the military forces require that the NMCS be the most responsive, reliable, and survivable system that can be provided with the resources available.

This requires that the C2 systems within the WWMCCS be configured and operated for effective support of the NMCS as well as their specific missions. Interfaces must be compatible, communication links must provide direct connection or real-time relay wherever necessary, computerized data formats must be common, and all details of system configuration and operation must be as efficient as possible in terms of both effectiveness and utilization of resources.

c. Because survival of the C2 capability of the NMCS is fundamental to continuity of operations, a composite command structure with survivable communications is required. The NMCS includes the National Military Command Center (NMCC), the Alternate National Military Command Center (ANMCC), the National Emergency Airborne Command Post (NEACP), and such other command centers as may be designated by the Secretary of Defense. These centers must be linked by reliable communications, supported by warning and intelligence systems, and continuously staffed and ready for use. Special capabilities must be provided for communication with strategic offensive and defensive forces and for other forces that may be required for quick reaction in crises. In this case, the communications will be designated and operated to ensure minimum elapsed time for the transmission of orders to the operating units of these forces. The NMCS also includes communications connecting its facilities with primary and alternate command facilities of the following:

- (1) Headquarters of the unified and specified commands.
 - (2) Service headquarters of the Military Departments.
 - (3) Other designated commands and DOD agencies that provide support through the WWMCCS.
- Support of the NMCS will be the priority function of all primary and alternate command facilities.

d. Effective coordination and liaison must be established and maintained with those activities of the US Government outside the Department of Defense which have functions associated with the NMCS (e.g., the White House Situation Room, Department of State Operations Center, Central Intelligence Agency Operations Center, UN Military Mission, US Coast Guard Operations Center, Federal Aviation Administration

Executive Communications Control Center, and such other agencies, activities, or centers as may be designated). Appropriate military information will be provided to these associated systems through the NMCS, using timely, secure, and reliable communications systems. Conversely, political, intelligence, diplomatic, and economic information input to the NMCS will be provided by these same systems. In addition, the NMCS should provide communications and space to support representatives of the White House and other Government activities who may use the NMCS in a politico-military situation concerning strategic direction of US military forces. The Chairman, Joint Chiefs of Staff, will provide for lateral coordination with US Government activities external to the Department of Defense to ensure necessary interchange of data to and from the NMCS.

3-50. Command and Control Systems of the Unified and Specified Commands

a. The C2 systems of the unified and specified commands will be configured and operated generally to meet the requirements of the command being served. However, the priority requirement will be to support the NMCS. These systems provide the means through which the commanders send and receive information and exercise command over their forces.

b. The C2 system of a unified command includes the C2 systems of subordinate unified commands and JTFs when such organizations are established and assigned.

c. A CINC will accomplish the following:

(1) Provide guidance to assigned subordinate commands to ensure interoperability of the command-wide command, control, and intelligence support systems necessary to accomplish assigned operational functions.

(2) Submit to the Chairman, Joint Chiefs of Staff, for validation the operational requirements for the C2 system of his command.

3-51. Command and Control Systems of the Headquarters of the Service Component Commands

a. The C2 systems of the Service component commands will be configured and operated generally to meet the

requirement of the command being served. However, the priority requirement will be to support the NMCS. These systems provide the means through which the commanders send and receive information and exercise command over their forces.

b. The Service component commander will submit to the parent Service the operational requirements for the C2 system of the command. The Service component commander will keep the commander of the unified command apprised of these requirements. The requirements will be responsive to the NMCS and, in addition to meeting the commander's own needs, will be in accordance with the interoperability guidance of the commander of the unified command.

3-52. Command and Control Systems of the Military Departments and Services. The C2 systems of the Military Departments and Services will be configured and operated generally to meet the requirements of individual commands and the requirement to provide serviceable wartime capabilities that can support existing forces logistically, generate new forces, establish force readiness levels adequate to deal with existing threats, and provide support for the NMCS. These systems facilitate coordination of the means by which US forces are sustained over the spectrum of conflict.

3-53. Command and Control Systems of DOD Agencies. The C2 support systems of DOD agencies will be configured generally to meet the requirements of the agency being served. However, the priority requirement will be to support the NMCS. These systems provide the means through which the directors accomplish the missions of their agencies in support of the C2 function.

SECTION III, A JOINT STAFF

3-54. Definitions

a. A Joint Staff. A joint staff is the staff of the commander of a unified or specified command, of a JTF, or of a subordinate joint component of these commands, which is comprised of significant elements of more than one Service. Staff members should be assigned in a manner that ensures 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.

b. Joint Staff Division. A joint staff division is a main staff element of a joint staff.

3-55. Basic Principles

- a. A joint staff should be established for commands comprised of more than one Service.
- b. Each person assigned to serve on a joint staff will be responsible to the joint force commander.
- c. 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.
- d. The degree of authority to act in the name of and for the commander is a matter to be specifically prescribed by the commander.
- e. All members of a staff should have thorough knowledge of the policies of their commander.
- f. 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.
- g. 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.
- h. Each staff division must coordinate its action and planning with the other staff divisions concerned and keep them currently informed of action 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 which relate to that problem or subject.
- i. 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 that the commander will understand the tactics, techniques, capabilities, needs, and limitations of each component part of the force.

j. As appropriate, a joint force commander is authorized to form a joint staff or augment the established staff by assigning or attaching to it officers from other Services. The principles for the operation of joint staffs, expressed in this section, apply to existing staffs augmented in this manner.

k. Joint staff divisions, particularly special staff sections, should be limited to those functions for which the joint force commander is responsible or that require the commander's general supervision in the interest of unity of effort.

l. 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 detailed to it long enough to gain experience and be effective.

m. The authority that establishes a unified command or a subordinate joint command should make the provisions for furnishing necessary personnel for the commander's staff.

n. A joint force commander is authorized to organize his staff and assign responsibilities to individual Service members assigned to his staff as he deems necessary to ensure unity of effort and accomplishment of assigned missions.

3-56. Joint Staff Organization. The commander may organize the joint staff as he considers necessary to carry out the duties and responsibilities with which he is charged. The staff organization should generally conform to the principles established in this section.

3-57. Joint Staff Functions

a. 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 his duties. A deputy Chief of Staff normally should 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.

b. Personal Staff Group of Commander. The members of the personal staff group of the commander 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 the political adviser and public affairs officer for the commander.

c. Joint Staff Divisions. The general or joint staff group comprises staff divisions corresponding to the major functions of command, such as personnel, intelligence, operations, logistics, plans, and communications-electronics. The head of each staff division may be designated as an Assistant Chief of Staff, or Director. The Assistant Chiefs of Staff, or Directors, are concerned with the formulation of policies, preparation of plans, coordination, and supervision for the commander of all activities pertaining to their respective functions.

(1) Manpower and Personnel Division (J-1). The 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 prisoners of war). Since 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.

(2) Intelligence Division (J-2). The primary function of the Intelligence Division is to ensure the availability of sound intelligence on the characteristics of the area and on enemy locations, activities, and capabilities. Within the scope of the essential elements of information, the Intelligence Division actively participates in

directing a concentration of intelligence efforts on the proper enemy items of intelligence interest, at the appropriate time, to ensure adequate intelligence coverage and response and to disclose enemy capabilities and intentions as quickly as possible.

(3) Operations Division (J-3). The Operations Division assists the commander in the discharge of his responsibility for the direction and control of operations, beginning with planning and carrying 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 performs the long-range or future planning responsibilities.

(4) 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, construction, 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 given to 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 commanders policies and guidance.

(5) Plans and Policy Division (J-5). The Plans and Policy Division assists the commander in long-range or future planning, preparation of campaign and outline 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.

(6) Communications-Electronics and Automated Systems Division or Command, Control, and Communications Systems Division. This division assists the commander with his responsibilities for communications-electronics and automated information systems. This includes communications and automated systems plans to support operational and strategic concepts and the provision of communications adequate to exercise command in the execution of the mission. When a commander does not organize a separate division, these functions may be performed by the Operations Division or by a special staff division or section.

d. Special Staff Group. The special staff group consists of representatives of technical or administrative services. The general functions of the special staff include furnishing technical, administrative, and tactical advice and recommendations to the commander and to 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 unified command 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.

3-58. Joint Operational Planning Process. The joint operational planning process is a coordinated Joint Staff procedure used by a commander to determine the best method of accomplishing assigned tasks and to direct the action necessary to accomplish the mission. It may be used in either deliberate or crisis action situations. Before a task is undertaken, information concerning the enemy, the enemy capabilities, and the characteristics of the area of operations is assembled to provide a starting point for the planning cycle. An estimate of the situation is then initiated to determine the best course of action. All factors that can significantly effect the accomplishment of the task must be considered, and the entire staff is used to estimate the influence of these factors on the contemplated

courses of action. Following this analysis, the commander makes his decision. This decision is the expression of what the command as a whole is to do, and it becomes the "mission" paragraph of a plan or order. Formats may be provided as a check list to assist the staff and commander during the preparation of estimates, and standard forms may be used to facilitate ready reference and understanding of plans and orders. Throughout the planning process, simulation and analysis capabilities can assist in identifying significant planning factors, estimating the extent of their influence on the situation, and analyzing various courses of action. This information can assist the commander in the decision process.

SECTION IV, ADMINISTRATION AND DISCIPLINE

SUBSECTION 1, PRINCIPLES

3-59. Responsibility

a. Joint Force Commander. The CINC exercises only as much control over the administration and discipline of the component elements of the command as is essential to the performance of the mission. When the command relationships place the responsibility for the administration and discipline of personnel of two or more Services on a subordinate joint force commander, the responsibility of that commander includes the following matters:

- (1) Military effectiveness of the command.
- (2) Accomplishment of the mission.
- (3) External relations of the command (i.e., with the other US forces, armed forces of other nations, or civilians).

b. Service Component Commander. The administration and discipline of the Armed Forces are primarily single-Service responsibilities. Each Service component commander in a unified or specified command is responsible for the internal administration and discipline of that Service's component forces.

3-60. Determination of Responsibility and Authority

a. Matters of Joint Origin. When administrative or disciplinary matters stem from a joint origin or affect the joint force regarding military effectiveness, mission accomplishment, or external relations, responsibility and authority flow through the operational chain of command.

b. Matters of Single-Service Origin. When administrative and disciplinary matters stem from a single-Service origin and do not affect the joint force or subordinate joint forces regarding military effectiveness, mission accomplishment or external relations, responsibility and authority flow within Service channels. Direct communications, as authorized by each Service's regulations and practices, will be utilized. Service component commanders will keep the joint force commander informed of matters which the joint force commander determines to be of interest.

c. Matters of Single-Service Origin With Joint Force Implications. When administrative and disciplinary matters stem from a single-Service origin but affect military effectiveness, mission accomplishment, or external relations of a joint force, the joint force commander in the operational chain of command will have the responsibility and authority to take authorized corrective actions.

3-61. Method of Coordination. The commander of a joint force should act through the commanders of the Service components of the joint force to the maximum extent practicable in coordinating the administration and discipline of the forces. Where it is impracticable to act entirely through the Service component commanders, the commander of the joint force should establish joint agencies responsible directly to the joint force commander to advise or make recommendations on matters placed within their jurisdiction or, if necessary, carry out the directives of higher authority. A joint military police force is an example of such an agency.

SUBSECTION 2, DISCIPLINARY ACTION

3-62. Uniform Code of Military Justice. The Uniform Code of Military Justice (UCMJ) provides the basic law for discipline of the Armed Forces, and the Manual for Courts-Martial (MCM), United States, 1984, as amended, prescribes the basic regulations governing its administration.

3-63. Rules and Regulations. Rules and regulations are, for the most part, single-Service matters. In a joint force, however, some aspects of discipline must of necessity be handled by the joint force commander. Where appropriate, rules and regulations establishing uniform policies for such matters and applicable to all Services' personnel should be established and published by the joint force commander. Examples of the subject matter to be covered by such rules and regulations include hours and areas authorized for liberty, apprehension of Service personnel, blackmarket and currency control regulations, and other such matters of common concern.

3-64. 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 joint force commander may be handled either by the joint force commander directly or by the Service component commander to whom the joint force commander has delegated this authority.

b. One Service Involved. Incidents involving only one Service and occurring on the military reservation or within the military jurisdiction of that Service normally should be handled by the Service component commander within that Service's chain of command.

c. Establishment of Joint Military Police. As the joint force commander deems appropriate, he may establish joint police agencies to ensure uniform enforcement of military discipline within the joint commander's area of responsibility. Joint police agencies will include members of all the Services constituting the joint force command in numbers representative of the size of the respective constituent Service components. Members of the joint police agency will be authorized to apprehend personnel of any Service anywhere within the area of the joint force commander's responsibilities with due regard to matters of jurisdiction in relation to civil authority/host-nation status of forces agreements. The establishment of a joint police agency does not relieve the Service commander(s) of the responsibility for enforcing military discipline within camps, posts, stations, or other areas reserved for the exclusive use or jurisdiction of those commander(s). Where such areas have been established, the relative authorities of the joint police agency and that of the Service

commander's law enforcement agency will be determined by agreement between the joint force commander and the Service commander.

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.

3-65. Trial and Punishment. The following instructions will apply to the trial and punishment of offenders:

a. Convening of Courts-Martial

(1) General courts-martial may be convened by the commander of a unified or specified command.

(2) An accused should not ordinarily be tried by a court-martial convened by a member of a different Military Service except when the court-martial is convened by a CINC or by the commander of a joint command or joint task force who has been specifically empowered by the President, the Secretary of Defense, or a superior commander under the provisions of the Rules for Courts-Martial (R.C.M.) 201(e)(2) MCM to refer such cases for trial by courts-martial or the accused cannot be delivered to the Military Service of which the accused is a member without manifest injury to the armed forces.

b. Restriction on Nonjudicial Punishment. The commander of a joint command or joint task force may impose nonjudicial punishment upon any military personnel of that command unless such authority is withheld by a superior commander or by the regulations of the Secretaries of the Military Departments concerned. The exercise of such authority by the joint commander should be recognized as an exception to the traditional policy of the armed forces that a member of one Service should not impose nonjudicial punishment upon a member of another Service. In each instance where the joint commander determines a need to impose nonjudicial punishment, the regulations of the offender's Service will govern the proceedings to include punishment, suspension or mitigation, and appeals.

c. Confinement. Personnel of any Service may be confined in the facilities of any of the Services while awaiting trial or results of a trial consistent with the local installation commander's regulations and capabilities.

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.

SUBSECTION 3, MORALE AND WELFARE

3-66. Responsibility. In a joint force, the morale and welfare of the personnel of each Service are primarily the responsibility of the Service component commander. However, the morale and welfare of all personnel under command of a joint force commander are the responsibility of the joint force commander insofar as they affect the accomplishment of the mission.

3-67. Operation and Availability of Facilities. Morale, welfare, and recreational facilities may be operated either by a single Service or jointly, in the interest of obtaining the maximum benefit from available facilities. 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.

3-68. Priority in Assignment of Facilities. Normally, the local administration will provide for proportional participation in facilities established for joint use, with coequal Service priority, except when future commitments of the forces present demand otherwise.

3-69. Awards and Decorations. Awards of decorations and medals will be made in accordance with policies and regulations of the Armed Forces or as prescribed by higher authority. Concurrence of the Joint Chiefs of Staff must be obtained prior to initiation of recommendations for awards to CINCs. Joint force commanders may process recommendations for DOD decorations and awards through joint channels. When a member of a joint staff warrants consideration for a Service award, the joint force commander will process such a recommendation in accordance with appropriate Service directives.

3-70. Efficiency and Fitness Reports

a. The immediate superior under whom an officer is serving will prepare and forward the necessary efficiency or fitness report in accordance with the regulations, and on the prescribed form, of the reported officer's Service. The Service of the reporting officer will be clearly indicated on the report. For example, the commander of a joint force will prepare efficiency or fitness reports, as appropriate, on commanders and staff officers under the commander's immediate supervision. Such reports will be forwarded to the Chiefs of the Services of the individuals concerned.

b. Efficiency and fitness reports prepared by CINCs on directly subordinate commanders will be submitted to the Chairman, Joint Chiefs of Staff, and through the Service Chief concerned to the Secretary of the appropriate Military Department.

SECTION V, INTELLIGENCE

SUBSECTION 1, GENERAL

3-71. Purpose. This section outlines the principles, policies, responsibilities, and procedures that guide the timely provision of tailored all-source intelligence to unified planning and operations.

3-72. Principles

a. The primary consideration that guides intelligence activities is the achievement of the defined military objective. The objective provides the focus for collection of information and the production and dissemination of intelligence.

b. Defense intelligence is driven by requirements. Each echelon of command receives organic and external intelligence support to meet its stated requirements.

c. Defense intelligence organizations and systems must operate on a shared information basis. No echelon of command has sufficient assets to collect information and produce intelligence to meet all needs. Accordingly, within the limits imposed by security, intelligence must be distributed up, down, and across echelons.

d. Defense intelligence systems and organizations must possess the capability to provide information exchange

among the Services, commands, agencies, allies, and international organizations. The evolution of modern intelligence information handling systems should be toward an interoperable system that will produce and rapidly disseminate dynamic situation assessments and displays, while providing multilevel security features to protect certain categories or items of intelligence and preclude their release to unauthorized organizations or individuals.

e. Adherence to a strict standard of need-to-know and the protection of classified information and techniques will characterize the operation of Defense intelligence organizations and systems.

f. To the maximum extent possible, analysis at each echelon will benefit from all intelligence sources. The most significant intelligence product in support of employment of forces is the situation assessment. The assessment varies by echelon of command and by type of activity. Unified operations demand composite views of ongoing activity in or on land, sea, air, and space. Separate intelligence disciplines will be managed to facilitate the integration of data into all-source products.

g. Commanders must know the current situation, including the enemy's capabilities and intentions. This is best achieved with a directly subordinate, single intelligence authority.

h. Intelligence products must be incorporated in the planning for and execution of military operations. Intelligence assessments should be produced independently; however, responsibility for the application of intelligence in planning for and executing operations is shared by intelligence and operations.

i. Intelligence organizations must deal with large volumes of data. Although automated information systems can assist, human ingenuity in organizing, training, and implementing procedures is key to translating the data into intelligence that will improve the chances of success of a military operation.

j. The product of intelligence is integral to command and control and must be compatible with the supporting command and control information systems.

3-73. Intelligence Support Effectiveness

a. Intelligence organizations will serve the needs of the supported command throughout the entire spectrum of conflict. All-source intelligence will be collected, produced, and provided in time for planning and executing unified operations. Such intelligence concerning the area of operation(s) will be provided before, during, and after supported operations.

b. There will be close liaison among the intelligence, operations, planning, and command, control, and communications staffs at the national, departmental, theater, and tactical levels and with allied forces and international organizations, as appropriate, to ensure effective intelligence support to planning and operational requirements. Immediately upon identification of requirements to support planning or military operations, operations staffs will coordinate with intelligence representatives to establish their intelligence requirements.

c. The intelligence organizations of the Services, DIA, the unified and specified commands, and those of the component commands (which possess a significant portion of the intelligence capability required to support military operations), will respond rapidly and as completely as possible to the needs of combatant forces.

d. Intelligence systems must be interoperable to ensure success in joint operations. Intelligence doctrine, such as that for procedures and systems, must provide for interoperability.

SUBSECTION 2, RESPONSIBILITIES**3-74. The Joint Chiefs of Staff**

a. Ensure that timely intelligence is provided to DOD entities, including the Organization of the Joint Chiefs of Staff, the Services, unified and specified commands, the Joint Strategic Target Planning Staff, other defense entities, and, as appropriate, agencies and departments outside the Department of Defense.

b. Execute intelligence functions through the Director, Defense Intelligence Agency (DIA), as the OJCS/J-2.

3-75. Director, Defense Intelligence Agency

a. Ensures that expeditious, tailored, all-source intelligence collection, production, and dissemination support is provided to DOD entities. This support includes selected intelligence planning, programing, and policy in support of conventional, special, and nuclear operations; collection and collection management support; and analysis of information for strategic warning, order of battle, threat, scientific and technical, current, estimative, counter-intelligence, and target intelligence.

b. Establishes standards of capability and interoperability for Service and unified intelligence activities.

c. Coordinates planning and programing of intelligence resources, including those for selected ADP systems, telecommunications, and survivability.

d. Reviews proposed DOD intelligence programs to ensure interoperability and satisfaction of requirements.

e. Provides DOD management of collection activities (e.g. Human Source Intelligence (HUMINT), Imagery Intelligence (IMINT), Measurement and Signature Intelligence (MASINT)).

f. Plans and develops implementing instructions for provision of intelligence support to joint organizations across the spectrum of military operations with emphasis on special operations, crises, and war.

g. Coordinates with the National Security Agency (NSA) on provision of SIGINT support to joint forces.

h. When authorized during crises and wartime, communicates directly with any military intelligence entity for the purpose of assembling, validating, and prioritizing intelligence collection and production requirements; tasking collection assets; processing intelligence information; disseminating intelligence data; and ensuring that information is also provided through the chain of command.

i. Ensures, in coordination with NSA, that intelligence entities of commands and task forces are fully informed regarding the actual all-source national intelligence capabilities to prevent unnecessary duplicative tasking of intelligence resources and to ensure that they are

aware of when new capabilities are projected to become available for planning or operational support.

j. Identifies critical intelligence needs of departmental and national users that must be satisfied in a timely manner by operational forces.

k. Provides intelligence support for joint exercises.

3-76. Director, National Security Agency

a. Expeditionously collects, processes, and disseminates SIGINT information to supported DOD and non-DOD entities in support of foreign intelligence and counter-intelligence analysis.

b. Establishes and operates a unified organization for SIGINT support, including assignment of resources to provide direct, tailored support to joint commands, as required.

c. Plans for and provides SIGINT support for joint exercises.

3-77. The Chiefs of the Military Services

a. Provide timely, tailored departmental intelligence support to DOD entities, including unified and specified commands, Service components, and joint task forces.

b. Forward intelligence collection and production requirements to DIA and the Service component of the unified command, as appropriate.

c. Ensure that Service IMINT, SIGINT, and HUMINT units plan for and develop implementing instructions for crisis and wartime intelligence support, including the augmentation of joint forces.

d. Ensure intelligence support for joint force exercises.

e. Train personnel in required intelligence skills and languages.

3-78. Commanders of Unified and Specified Commands and Subordinate Joint Force Commanders. The commander of a joint force is responsible for defining intelligence support needs, identifying intelligence resources, and establishing

intelligence support procedures. The scope of needs, resources, and procedures will depend on the mission, nature, and composition of the force. Service component and Service intelligence capabilities will support the joint force commander. The joint force commander will:

- a. Establish plans, policies, and overall requirements for the intelligence activities of the command, ensuring that policies are in consonance with national and DOD intelligence directives.
- b. Collect, process, produce, disseminate, and share intelligence. Coordinate the intelligence plans and operations of subordinate commanders. Ensure that the intelligence support structure enhances the secure, timely flow of tailored, all-source intelligence to higher or lower echelons and across component lines as required.
- c. Forward appropriate intelligence promptly to DIA, in its role as JCS J-2, to concerned Service organizations and to other concerned joint force commanders.
- d. Within command capabilities, fulfill intelligence requirements received from subordinate commands; validate, prioritize, and forward promptly to DIA those intelligence collection and production requirements that need to be satisfied by other than assigned resources.
- e. Implement necessary counterintelligence and security measures in coordination with CIA outside the United States and in coordination with the FBI inside the United States.
- f. Train for joint intelligence activities across the full spectrum of conflict to ensure interoperability and responsiveness of the intelligence structure (including organic and other collection, processing, and dissemination assets and activities).
- g. Provide information concerning all-source tactical intelligence capabilities to the Joint Chiefs of Staff and Military Departments.
- h. Review and monitor the status of intelligence priorities throughout the program development process.
- i. Debrief defectors and refugees and interrogate prisoners of war. Process captured documents, equipment, and other items of a technical nature.

j. Identify required intelligence support by revalidating or developing an intelligence plan in accordance with JOPS, Volume I (Deliberate Planning Procedures), which is documented in the operation or concept plan. The intelligence plan will provide a foundation for the procedures for intelligence support by joint forces.

(1) Responsibility for specific intelligence support within joint forces may be assigned to the component best able to perform the function; or,

(2) If no Service component within the joint force or subordinate command can perform a specific function, the joint force commander may request that DIA assist in obtaining the required collection, analysis, production, or dissemination support, or may establish an intelligence element responsible to the joint command's intelligence element. Examples of such intelligence support are as follows:

(a) Preparation and reproduction of photographic mosaics, maps, charts, and graphic aids.

(b) Management of intelligence collection and production requirements to include their monitoring to ensure satisfaction.

(c) Organization and direction of joint interrogation teams and of joint document and equipment exploitation teams.

(d) Provision of counterintelligence support.

k. Identify specific intelligence resources (e.g., target analysts and equipment) required to support the operation. To the extent possible, the commander should rely on assigned capabilities; but he should plan to use military reservist support during peace and must develop a plan for rapid integration of potentially available reserve augmentees across the spectrum of intelligence functions during crises and war.

l. Identify intelligence resource shortfalls critical to accomplishing assigned missions and submit in Required Operational Capability (ROC) format to the Joint Chiefs of Staff or via comparable validation mechanism through Service channels.

3-79. Service Component Commanders

- a. Provide intelligence support to meet the operational requirements of the command and the identified requirements of other components and the unified command.**
- b. Integrate component intelligence plans with the plans of the joint force.**
- c. Plan reconnaissance operations for the component and, as required, submit such plans to the joint force commander for integration with other plans.**
- d. Ensure that feedback is provided to the joint force commander on Service-related issues affecting the joint command.**
- e. Plan and develop implementing instructions for wartime intelligence support including augmentation of joint forces.**

SUBSECTION 3,

INTELLIGENCE SUPPORT BY JOINT FORCES

3-80. Procedures. This section outlines guidance and procedures for the collection, analysis, production, and dissemination of intelligence in connection with joint force activities. The intelligence plan developed or revalidated by the joint force commander should:

- a. List essential elements of information (EEI) critical for supporting mission accomplishment.**
- b. Update or develop new collection requirements based on EEI focused on activity before, during, and after execution of an operation. Use the intelligence collection requirement procedures in DIA collection manuals to establish and justify collection requirements for the intelligence disciplines, such as HUMINT, SIGINT, and IMINT. Forward validated, prioritized requirements through appropriate channels; and monitor to provide feedback on the degree of satisfaction of requirements.**
- c. Task appropriate collection resources to provide information on stated EEI. The assignment of collection tasks will be predicated on the availability and capability of the collection asset to accomplish**

the mission with due consideration given to the time required for collection and transmission of pertinent information. Collection management will ensure the best use of limited collection resources while avoiding unnecessary duplicative tasking. Information that cannot be collected by assigned or direct support assets will be requested through collection management channels for tasking of higher echelons, including theater or national assets.

d. Establish special collection activities not otherwise covered by regulation or procedures.

e. As required, develop a comprehensive tactical airborne reconnaissance plan that considers national airborne reconnaissance capabilities. Coordinate the plan with subordinate commands, supporting commands, and JCS/J-3 to minimize unnecessary duplication of effort and ensure the integration of deception plans.

f. Develop a comprehensive ocean surveillance/anti-submarine warfare program as required.

g. Specify criteria for timely reporting of information by all sources employed in support of the plan. Develop reporting criteria by subject areas. Reference appropriate reporting regulations, directives, and procedures. Establish alternate and skip-echelon reporting procedures.

h. Provide guidance for processing and analysis of raw information. Include provisions for required foreign language translation and interpretation capabilities and for IMINT, SIGINT, and technical sensor processing and analysis (e.g. facilities, equipment, and mobility requirements).

i. Determine information and production required to support the assigned mission. Levy production requirements, and, if required, develop finished intelligence data bases and automated files. Intelligence must be tailored to the needs of the supported and subordinate commanders and the specifics of anticipated operations.

(1) Establish a procedure for prioritizing nominated collection targets.

(2) Establish procedures by which US or allied assigned or attached intelligence elements can

support operations. If production capabilities of other agencies, such as DIA, are to be exploited, tasking statements and formal agreements for the beginning and scope of such support should be completed. Consider the need for indications and warning, current, estimative, basic, and scientific and technical intelligence support.

j. Implement procedures to sanitize, decompartmentalize, and otherwise ensure maximum and timely dissemination of all forms of intelligence.

- (1) Ensure appropriate dissemination of intelligence to the joint force by updating or developing statements of intelligence interest to identify the types of finished intelligence or raw information required. Include frequency of dissemination and forms (paper, microfiche, film) needed.

- (2) Assist intelligence users in identifying methods of obtaining intelligence to support their missions.

- (3) Develop criteria (e.g., format and level of detail) for providing tailored intelligence to users. Stipulate the requirements for disseminating intelligence reports. Establish procedures to satisfy requirements for vertical and lateral dissemination of finished intelligence and spot reports during military operations under all conditions. Plan alternate communications means to ensure that required intelligence will be provided to combat units as well as headquarters during crises and combat operations, including methods for access to data bases by communication or ADP systems.

- (4) Disseminate intelligence at the lowest classification level consistent with applicable regulations. Provide stringent protection for intelligence sources, methods, and communications systems.

k. Develop procedures for ensuring that collection and production requirements of allied or friendly forces supported by or controlled by the joint force are validated, prioritized, and forwarded separately through appropriate channels. Disseminate/exchange relevant intelligence with supported allies, other friendly governments, and international organizations in accordance with established policies.

1. Provide information and instructions pertaining to counterintelligence operations, operations security, communications security, and censorship. Conduct counterintelligence activities in support of DOD components outside the United States in coordination with the CIA, and in support of DOD components within the United States in coordination with the FBI. DOD intelligence collection or counterintelligence activities conducted within the United States or that identify US persons will be undertaken only in accordance with Executive Order 12333 or its successor orders and procedures agreed upon by the Secretary of Defense and the Attorney General.

SECTION VI, LOGISTICS

3-81. Purpose. To set forth principles and procedures governing logistic support within unified and specified commands and joint forces.

3-82. Policy. Logistic functions are to be performed in as routine a manner as possible throughout the entire spectrum of possible operations. To the maximum extent possible, logistic functions should utilize existing policies and procedures of the Military Departments.

3-83. Responsibility

a. Authority and Control. Under conditions short of crisis or war, the CINC is authorized to exercise directive authority within his command in the field of logistics to ensure effective execution of approved operational plans, effectiveness and economy in operations, and the prevention or elimination of unnecessary duplication of facilities and overlapping of functions among the Service component commands. In crisis action or wartime conditions and where critical situations make diversion of the normal logistic process necessary, this authority is expanded to authorize commanders to use all facilities and logistic resources available as necessary for the accomplishment of their operational missions.

b. Implementation and Execution. Implementation and execution of logistic functions remain the responsibility of the Services and the Service component commander.

c. Single-Service Logistic Support. Each of the Services is responsible for the logistic support of its own forces in a unified or specified command, except

when logistic support is otherwise provided for by agreements or assignments as to common servicing, joint servicing, or cross-servicing. The Chairman, Joint Chiefs of Staff, through the Director for Logistics, Joint Staff, is responsible for developing doctrine for common, joint, and cross-servicing of logistic support in joint operations. This doctrine will provide the basis for inter-Service support agreements.

d. Review of Requirements. The CINC will review requirements of the Service component commands and establish priorities and programs to utilize supplies, facilities, and personnel effectively; to promote effectiveness; and to provide a maximum balanced and uniform program in the furtherance of the command's mission.

e. Transfer of Functions and Facilities Among Services. The CINC has the authority to issue and ensure implementation of directives for transfer of functions in the field of logistics between or among the Service component commands within the command. However, in peacetime the CINC must obtain the concurrence of the affected Service or refer the matter through the Chairman, Joint Chiefs of Staff, to the Secretary of Defense for resolution. Under emergency conditions, a CINC may direct transfer of functions as necessary to resolve the emergency. This authorization of directive authority is not intended to discontinue Service responsibility for logistic support. In recognition of departmental responsibility for facility funding and support, except in emergency circumstances, no reassignment of existing facilities between Services or assignment actions affecting the owning Service's utilization will be effected without the concurrence of the Service concerned, unless otherwise directed by the Secretary of Defense. Necessary coordination will be through the Service component commands or directly to the headquarters of the appropriate Military Department. Under all conditions, the implementation, including administrative and procedural aspects of such a directed transfer, is the responsibility of the Service component commanders involved. The commander of a unified or specified command retains the responsibility of monitoring, reviewing, coordinating, and taking those actions that will lead to resolution of issues.

2. Joint Logistics Policy and Guidance Manual. The manual "Joint Logistics Policy and Guidance" (JCS Pub 3) is published to furnish a compilation of basic logistic policies and guidance.

3-84. Logistic Planning. Logistic planning is an integral part of strategic planning and must be conducted concurrently within the Joint Deployment Community (JDC) as defined in JOPS Volume I. Logistic planning identifies the mobility, sustainability, and infrastructure necessary for combat service support planning for tactical operations. During a crisis, the time-sensitive nature of the planning effort requires close coordination within the JDC and between the JDC and committed forces to ensure that adequate logistic support is provided.

3-85. Supply

a. Responsibility

(1) Commander of a Unified or Specified Command. A CINC is responsible for effective coordinated supply support within the command and for ensuring that statements of requirements of the assigned forces are prepared and submitted in accordance with existing directives of the Secretary of Defense, the Secretaries of the Military Departments, and the Chiefs of the Services. Where practical, common items support will be assigned to a Service component command, normally the largest user, to ensure economy of effort. The CINC is responsible for the allocation of critical logistic resources within his command upon OPLAN execution.

(2) Commanders of Service Component Commands. Subject to the responsibility and authority of the CINC as outlined above, commanders of the Service component commands are responsible for logistic support of their forces. They will communicate directly with appropriate headquarters on all supply matters, except those the CINC directs be forwarded through the unified or specified command. They will keep the CINC informed of the status of important supply matters affecting readiness of the force.

(3) Subordinate commanders. Subordinate commanders may be assigned the responsibility for providing supply support to elements or individuals of other Services within the unified or specified command.

b. Distribution. The CINC is responsible for maintaining an effective distribution network throughout the spectrum of operations and for prescribing policies and procedures relating to that distribution network. In general, the distribution network will be operated by the Service component commanders, in accordance with established Service procedures and using established facilities.

c. Priority of Phased Buildup and Cutback. The CINC is responsible for recommending the priority of the phased buildup and cutback of supplies, installations, and organizations essential to the mission.

d. Allied Forces Requirements. Requirements for allied forces supported by, or under the control of, a CINC should be screened by the appropriate Service component commanders and separately reported through normal channels. The CINC is responsible for establishing the necessary reports and methods for obtaining requirements of allied forces in sufficient time to include necessary data in the "Forecast of Requirements" report. CINCs will ensure that assistance is rendered to allied forces, in accordance with assigned responsibilities and as directed.

e. Supplies for Civilians. The CINC is responsible for provision of supplies to civilians in occupied areas, in accordance with current directives.

3-86. Maintenance. The CINC is responsible for coordination of maintenance within the command. Where practical, maintenance facilities for joint or cross-Service use should be established. However, Service-peculiar item maintenance support should remain the responsibility of Service components commanders. Maintenance priorities should emphasize mission-essential weapon systems that can be returned to combat readiness in the shortest possible time.

3-87. Salvage. The CINC is responsible for coordinating salvage procedures within the command. Inter-Service utilization of salvage assets should be emphasized.

3-88. Base Development

a. Establishment of Bases. The CINC is responsible for the establishment of bases necessary to accomplish his mission and will plan and coordinate their development in accordance with approved plans.

b. Real Estate Requirements. The CINC is responsible for coordination of real estate requirements within the command. Inter-Service use of real estate should be encouraged to the maximum extent possible. Conflicting requirements for additional real estate and incompatible use of existing real estate will be resolved by the CINC.

c. Construction of Facilities. The CINC is responsible for the coordination of planning, programming, and construction of facilities within the command. Additionally, the CINC will determine priorities in the programming of facilities necessary to support the mission. Contingency construction project requests in overseas areas require validation by the commander of the unified command.

d. Assignment of Facilities. In recognition of Service departmental responsibility for facility acquisition funding and support, no reassignment of existing facilities between Services or affecting the owning Service's utilization will be effected without concurrence of the Services concerned, except in an emergency. In occupied areas, maximum utilization should be made of local facilities. In emergency circumstances, the CINC may direct temporary transfer of facilities in the command as necessary.

3-89. Transportation. The CINC will coordinate and direct the use of land, sea, and air transportation assets and facilities assigned to the command and coordinate the use of allocated common-user resources. Intertheater assets organic to a supporting commander will not normally fall under the directive control of the commander of the supported unified command.

3-90. Air and Water Ports. In general, air and water ports located outside the limits of the CONUS are operated and controlled by respective host nations. The commander of a unified or specified command may assign responsibilities for coordination or operation of essential air and water ports, as the situation dictates, except for facilities and supplies of the Military Airlift Command and the Military Sealift Command. The assignment of responsibilities will address the scope and boundaries of the ports.

3-91. Military Sealift Command and Military Airlift Command Facilities and Supplies. Military Sealift Command (MSC) and Military Airlift Command (MAC) facilities and supplies, not assigned to the unified or specified command, are normally

exempted from the logistic authority of the commander of the unified or specified command, except in time of emergency. CINCs should communicate their requirements and priorities for modifications of existing facilities and establishment of new facilities to CINCMAC or the commander, MSC, who will take these requirements into consideration in developing program and budget requests.

3-92. Procurement. The CINC is responsible for establishment of procurement policies within the command consistent with applicable laws, departmental regulations, and the Federal Acquisition Regulation. The CINC should recommend that the Department of Defense/Services implement industrial production and repair surge for specific shortfall systems and end-items when intelligence indicates the probability of an impending crisis.

3-93. Medical and Dental Service. The CINC is responsible for coordination of medical and dental services within the command.

3-94. Burial and Graves Registration. The CINC is responsible for the search, recovery, identification, care, and evacuation or disposition of deceased personnel within his area of responsibility. This responsibility extends not only to deceased personnel of US forces, but also to allied, third country, and enemy dead. For humanitarian, health, and morale reasons, this responsibility can extend to the local populace.

3-95. Military Government. The CINC will ensure that logistic support plans are prepared for military governments established within the commander's area of responsibility. Specific logistic tasks may be assigned or delegated as appropriate. Component commanders will inform the unified command of all logistic matters adversely affecting support of the military government. Commanders of unified commands will inform the Chairman, Joint Chiefs of Staff, of major logistic matters adversely affecting the military government.

3-96. Forces Other Than Unified or Specified Commands

a. Logistic responsibilities for subordinate unified commands will follow single-Service command channels, except for the following:

- (1) When specifically directed otherwise by the authority establishing that subordinate unified command or by the Secretary of Defense.

(2) When common, joint, or cross-servicing agreements and procedures provide otherwise.

b. The commander of a joint task force exercises logistic control only to the extent necessary to meet those logistic needs of the subordinate commanders that are essential to the success of the mission.

SECTION VII, TRAINING FOR UNIFIED AND JOINT OPERATIONS

3-97. Responsibility and Authority for Training Within Unified Commands

a. The commander of a unified command has the authority and responsibility to ensure that sufficient joint training is conducted within his command to ensure effective conduct of joint operations. The directive authority of the commander for joint training includes the authority to conduct such joint training exercises as he considers necessary for effective employment of assigned forces. In scheduling and defining the scenarios for joint exercises, CINCs must recognize the responsibility of the Service components for developing expertise in their primary functions. This expertise, formed in unit training programs, provides the basis for the conduct of effective combat operations.

b. Subordinate joint force commanders will ensure that the joint training and exercise programs for assigned forces are sufficient to prepare for effective employment. A joint force commander who is also a Service component commander further retains the responsibilities for Service training as specified below.

c. Commanders of Service components within unified commands are responsible for the development and execution of unit training programs sufficient to prepare Service forces for effective employment within the unified commander's operational concept and plans. Specific responsibilities include:

(1) Conducting unit training programs to develop expertise in the full range of missions required in theater operations.

(2) Conducting joint training, in addition to joint exercises conducted by the unified commander, on a recurrent basis as required to develop and maintain familiarity with the tactics and operational practices of forces from other Services.

(3) Participating in, and programming for, such joint exercises as may be directed by the unified commander.

(4) Informing the unified and subordinate joint force commanders involved of the impact of joint training programs on unit training programs.

d. Joint force commanders at all levels will plan, conduct, and evaluate joint interoperability training. In designing such interoperability training, joint force commanders will ensure that realistic demands are made on command, control, and communications procedures and equipment. Plans for joint training exercises will include provisions for assessing the capabilities of all elements of a joint force to conduct joint operations required by existing OPLANs and CONPLANs. Attention should be given to increasing the efficiency, interoperability, and effectiveness of the operating systems among various components of a joint force.

e. When evaluations reveal deficiencies in doctrine, procedures, or equipment, joint force commanders will take appropriate steps to eliminate the deficiencies.

(1) Deficiencies in joint doctrines will be reported through the operational chain of command to the Chairman, Joint Chiefs of Staff. These reports will include recommendations for resolving the deficiencies.

(2) Deficiencies or incompatibilities in Service doctrine, tactics, techniques, or equipment will be reported to the appropriate Service headquarters and through the operational chain of command to the Chairman, Joint Chiefs of Staff. These reports will also include appropriate recommendations for resolving deficiencies or incompatibilities.

3-98. Service Training Plan. It will be the responsibility of each Service to prepare annually, after consultation with the other Services, a plan that provides for joint training that supports CINC operational requirements. Annual Service, agency, or staff training plans should include joint training for individuals or elements of other Services, supported agencies, and foreign governments. Training plans should be the result of formal consideration of outyear and near-term requirements, plus inputs from concerned CINCs, Services, agencies, and organizations. Training plans should include provisions for active

involvement of supported and supporting Services, agencies, and organizations in curriculum planning, provision of equipment and materials, and curriculum review.

3-99. Training for Joint Operations and Joint Assignments.

Joint training should be conducted in accordance with doctrine for unified operations and training established by the Chairman, Joint Chiefs of Staff, and inter-Service agreements. Training for joint operations may be accomplished in the following ways:

- a. Participation of forces of two or more Services in joint exercises.
- b. Attendance by units of personnel of one Service at schools or training activities of another unified or specified command, Service, agency, or organization.
- c. Participation in exercises of one Service, in the field or at sea, by units or personnel of another Service.
- d. Attendance at joint schools, such as the Armed Forces Staff College.
- e. Inclusion in the curriculums of appropriate Service schools of courses dealing with the other Services and joint matters. Special learning needs and cultural/political constraints should be taken into account for training non-US students.
- f. Exchange of personnel among schools, staffs, and units of the respective Services.
- g. Command post exercises and map, chart, and board maneuvers involving two or more Services.

3-100. Joint Exercises

- a. A joint exercise is a simulated combat operation of units of two or more Services for purposes of training, involving joint planning, preparation, and execution. Participation in an exercise by a second Service solely to provide transportation services for deployment or redeployment does not constitute a joint exercise.
- b. The purpose of joint exercises is to prepare elements of the Services for unified and joint operations. Such exercises may be held by direction of the Chairman, Joint Chiefs of Staff, by the CINC or a

subordinate joint force, or on the initiative of one or more of the Chiefs of the Services, or commanders operating directly under them.

c. All joint exercises should be organized, planned, and located to provide maximum realism practicable. The situation should simulate, as nearly as practicable, an area of current or projected strategic importance.

d. Actual units of the Armed Forces should be used to represent the enemy in all joint exercises, whenever logical and practicable.

3-101. Directives for Joint Exercises

a. Planning directives for joint exercises will be published in sufficient time for the unified and specified commands, the Services, agencies, and other supporting organizations to make necessary budgetary arrangements.

b. The initiating directive for exercises sponsored by unified or specified commands, Chiefs of the Services, or commanders acting directly under them will be issued jointly.

3-102. Organization and Conduct of Joint Exercises

a. Exercise Director. Depending upon the nature of the exercise, the exercise director and a deputy director will be appointed by the Joint Chiefs of Staff, the CINC, or commander of the joint task force, or jointly by the Chiefs of the Services or the commanders operating directly under them. A deputy director should be from a Service other than that which provides the director. Other deputy directors deemed appropriate should also be appointed.

b. Responsibility of Exercise Director. The exercise director will be responsible to the appointing authority for both coordination of planning for, and the execution of, the joint exercise to ensure attainment of the exercise objectives.

c. Joint Exercise Control Group. Supervises the conduct of a joint exercise. The exercise director will organize and operate a control group that consists of the following:

- (1) A chief controller.
- (2) A senior controller from each participating Service.
- (3) Assistant controllers from each participating Service, as required.

This group will be responsible for the preparation, adaptation, and establishment of rules and instructions governing controller activities of the joint exercise. The chief controller will be responsible for the organization, instruction, and training of the control group.

d. Critiques and Reports. Upon completion of each joint exercise, the Chief Controller maneuver director will be responsible for holding appropriate critiques and submitting appropriate reports.

- (1) When considered advisable by the CINC directing the exercise, final reports of major joint or combined exercises should be forwarded to the Joint Chiefs of Staff for information and review.
- (2) Should an exercise reveal significant qualitative deficiencies of weapons or equipment that could have an adverse effect on joint operations, a section indicating such deficiencies and recommended improvements will be included in the final report of the exercise.

3-103. Public Information. The Joint Chiefs of Staff, the CINC or joint force commander, the Chiefs of the Services, or the commanders operating directly under them will issue specific instructions to the exercise director relating to public information policies and procedures pertaining to a joint exercise.

SECTION VIII, DEVELOPMENT OF JOINT DOCTRINE

3-104. Procedures for Development of Joint Doctrine and JTTP. In developing joint doctrine and procedures, the organization assigned primary responsibility will invite the Services, unified and specified commands, and Joint Staff to establish liaison with the designated Office of Primary Responsibility within the organization that has responsibility to develop the project.

a. Working drafts of projects under development will be distributed by the organization having primary responsibility to the Services, unified and specified commands, and Joint Staff for comment at appropriate times before finalization.

b. The organization having primary responsibility will submit all finalized reports of projects developed within the organization to the Services, the unified and specified commands, and Joint Staff for review and concurrence.

c. In the event of nonconcurrence and before referring the project to the Joint Chiefs of Staff, the organization having primary responsibility will attempt to resolve divergent views. Divergent views that cannot be resolved will be promptly forwarded by the organization having primary responsibility to the Joint Chiefs of Staff for resolution.

d. All projects in which the Services, unified and specified commands, and Joint Staff have concurred, or in which divergences have been resolved, will be forwarded by the organization having primary responsibility to the Chairman, Joint Chiefs of Staff, for approval prior to implementation by the Services and the commanders of the unified and specified commands. All joint doctrine and JTTP will be published as a distinct family of JCS publications.

e. Established joint doctrine and procedures will be prescribed for use by the Services and for operations conducted by unified and specified commands.

f. Joint exercises provide the means to assess and validate joint doctrine and JTTP. Unified and specified commands will evaluate joint doctrine and JTTP during joint exercises and report any deficiencies, including recommendations for resolving deficiencies, to the Chairman, Joint Chiefs of Staff.

g. Each Service will ensure that its doctrine and procedures are consistent with joint doctrine established by the Chairman, Joint Chiefs of Staff.

SECTION IX, COMMUNICATIONS

SUBSECTION 1, INTRODUCTION

3-105. Basic Doctrine. The mission of military communications is to facilitate the execution of command, control, and supporting functions. To accomplish this mission, systems must provide reliable, rapid, and secure interchange of information throughout the chain of command. An unbroken chain of communications must extend from the President to the Secretary of Defense, to the Chairman, Joint Chiefs of Staff, to the CINCs, to commanders of assigned Service components, and to other subordinate commanders.

a. The Chairman, Joint Chiefs of Staff, through the unified and specified commands, the Defense Communications Agency (DCA), and the Military Services, will ensure that the commander at each echelon has the communications necessary to accomplish his assigned missions. The required communications capability will be provided from the Defense Communications System (DCS), from other National Communications System operating agency systems, or from other DOD communications systems (tactical and special purpose).

b. The Chairman, Joint Chiefs of Staff, is responsible for joint command, control, and communications doctrine.

c. Regardless of the source, communications capabilities provided to a commander will be under his operational command and will be an integral part of his command and control system until such time as the Joint Chiefs of Staff or the CINC determines that further support is no longer warranted or a higher priority necessitates redeployment of the assets. The commander will develop plans that integrate DCS, NCS, commercial systems, and organic and component tactical communications systems into an effective theater network.

d. Component tactical communications systems must remain responsive to the component commander. The overall commander must develop operational procedures that will provide an effective and efficient overall theater network.

3-106. Guide to Terminology. The following unique terms, used in this document, are defined below:

a. Major End Item of DCS Equipment and Facilities. These terms include complete transmission media, terminals, switches, relays, and mobile/transportable facilities (excluding Automatic Secure Voice Network (AUTOSEVOCOM) terminals) procured by the Services specifically to support the DCS. AUTOSEVOCOM terminals are considered separately under the provisions of JCS Memorandum of Policy on the Joint Automatic Secure Voice Communications Network.

b. Proprietary Service. This term refers to the Service holding title to the equipment. Transfer of equipment on a loan basis does not constitute a change of proprietary responsibility.

c. Conditioning Equipment. This type of equipment is used to ensure proper interface and interconnectivity on voice-frequency circuits (normally 4 KHZ in bandwidth) between DCS and non-DCS (tactical) communication equipment or systems.

3-107. References

a. DOD Directive 3222.3, "DOD Electromagnetic Compatibility Program."

b. DOD Directive 4630.5, "Compatibility and Interoperability of Tactical Command and Control and Communications and Intelligence Systems."

c. DOD Directive 4650.1, "Management and Use of the Radio Frequency Spectrum."

d. DOD Directive 5100.30, "World-Wide Military Command and Control System (WWMCCS)."

e. DOD Directive 5100.35, "Military Communications-Electronics Board (MCEB)."

f. DOD Directive 5105.19, "Defense Communications Agency (DCA)."

g. DOD Directive 5154.28, "Joint Tactical Command, Control, and Communications Agency."

h. DOD Directive 5160.57, "Electromagnetic Compatibility Analysis Center (ECAC)."

i. JCS Pub 10, "Tactical Command & Control, Communications Systems Standards."

j. JCS Pub 11, "Tactical Communications Planning Guide".

k. JCS Pub 12, "Tactical Command & Control Planning Guidance and Procedures for Joint Operations."

l. SM 7-82, "Policy and Procedures for Management of Joint Command and Control Systems."

SUBSECTION 2, COMMUNICATIONS SYSTEMS

3-108. National Communications System. The National Communications System (NCS) is the telecommunications system that results from the technical and operational integration of the separate telecommunications systems of the several executive branch departments and agencies, having a significant telecommunications capability. The NCS encompasses the DCS and selected telecommunications assets of the Department of State, the Federal Aviation Administration, the National Aeronautics and Space Administration, the General Services Administration, the Department of the Interior, the Federal Communications Commission, the Department of Commerce, the US Information Agency, and the Atomic Energy Commission. The assets are operated and funded by their respective parent agencies to serve agency needs and needs of other member agencies pursuant to cross-Service or mutual support arrangements.

a. The objective of the NCS is to ensure that the important Federal telecommunications resources are improved progressively and interlinked so that the aggregate will function as if it were a coherent single system, both for the effective satisfaction of the most critical needs in any possible emergency and for the effective and economical satisfaction of day-to-day telecommunications needs of the Federal Government.

b. The Secretary of Defense is the Executive Agent for the NCS. The principal adviser for NCS matters is the Assistant Secretary of Defense (C3I). The Director, DCA, is the Manager, NCS.

3-109. Defense Communications System. The Defense Communications System (DCS) is a composite of certain DOD communications systems/networks under the management control and operational direction of the DCA. It provides the long-haul, point-to-point, and switched network telecommunications needed to satisfy the command and control requirements of DOD and civil agencies directly concerned with national security or other critical emergency requirements. DCS

facilities are employed in support of command and control, operations, intelligence, weather, logistics, and administrative functions. The objective of the DCS is to organize the complex of DOD communications networks, equipment, control centers, and resources to provide an effective, responsive, survivable worldwide communications system. The system provides maximum security consistent with threat and cost-effectiveness factors and makes use of any DCS circuitry available at a given time for fulfilling the priority needs of the users.

3-110. Command Relationships

a. The relationships of the Joint Chiefs of Staff, the Military Departments, and the CINCs to DCA are contained in DOD Directive 5105.19.

b. Commanders of unified commands will develop agreements which clearly delineate their relationships with the DCA field organizations within their areas of responsibility. The agreements will be governed by the guidance contained in DOD Directive 5105.19, additional guidance issued by the Joint Chiefs of Staff, and the following policy:

(1) Chiefs of DCA field organizations and Service component commanders will be responsive to the operational needs of the CINCs.

(2) The commanders of unified commands have operational command authority over the Service operating elements of the DCS. This authority is normally exercised through the Service component commanders. In accordance with DOD Directive 5105.19, DCA field organizations, under the command of the Director, DCA, exercise operational direction over the DCS operating elements. The terms "operational command" and "operational direction," as used herein, encompass similar elements of authority. Consequently, operating elements of the DCS are subject to authoritative direction from different sources. To avoid conflicting direction, the commanders of unified commands will normally exercise those aspects of operational command involved in the direct operation of the DCS by expressing their DCS operational requirements to the senior DCA field organization serving their areas of responsibility.

(3) In the event of a major emergency in an area of the command's responsibility which necessitates the use of all available forces, the commander of a unified command is authorized to assume temporary operational control of the DCA field organization and the DCS within the assigned geographical area. In exercising this authority, the commander will take cognizance of DCS support to the NCA, DOD agencies, and other CINCs in the execution of their operational missions which might be affected adversely by any contemplated use of the DCS, and will preserve DCS integrity and standards to the maximum possible extent.

c. Commanders of unified commands will develop operations plans with communications electronics (C-E) annexes that stress the integrated nature of the theater communications network. Component tactical communications systems support their immediate commander within the overall network guidance and operational command of the unified commander.

SUBSECTION 3, PRINCIPLES AND DOCTRINE

3-111. General. To achieve the objectives inherent in the military C-E mission, various principles must be considered and selectively applied throughout all phases of communications planning. Proper application of the C-E principles will ensure that the communications systems possess the essential qualitative elements that will enable them to function effectively under a wide variety of conditions, including those most likely to prevail during nuclear conflict. Although this section discusses these principles separately, it must be recognized that interrelationships and mutual effects exist. Some principles, although desirable, may have to be sacrificed to some degree in favor of others which are of greater relative importance. To provide broad guidance for applying the C-E principles, they are discussed below in doctrinal fashion. The order in which they are listed and discussed is not intended to indicate their relative importance.

3-112. Principles Common to Single Service, Joint, and Combined C-E Activities

a. Command Responsibility. The effective employment and control of communications resources are the responsibilities of command.

b. Inseparability of Operations and Communications. Military operations and military communications are integral and inseparable. Communications must be provided and maintained to achieve maximum overall effectiveness in the employment of military forces consistent with the projected rate of activity and scope of operations.

c. Security. Communications security is an integral element of all military communications and must be considered at the earliest conceptual stages and throughout the planning, design, development, test and evaluation, installation, and operation and maintenance of communications systems. The degree of communications security provided must be consistent with the requirements of the users and with the vulnerability of the transmission media to interception and exploitation.

(1) Communications security is achieved by using approved cryptographic material, educating and training personnel, and using approved security practices and procedures and special security techniques. Transmission security techniques include defense against interception, radio direction finding, traffic analysis, cryptanalysis, imitative deception, and exploitation of compromising emanations.

(2) The achievement of adequate communications security may require, to a degree, the sacrifice of speed. Under emergency conditions, the importance of speed may transcend the need for security; however, their relative importance must be considered in the light of the prevailing conditions.

d. Speed. As weapon system technology makes it increasingly feasible for the time between warning and attack to be compressed, so must the processing and transmission time for warning, critical intelligence, and operation plan execution information be compressed. The demand for rapid communications throughout the Defense establishment concerning command and control, logistics, weather, intelligence, and administrative information requires that the element of speed be considered during all aspects of communications system planning.

(1) Communications procedures and facilities must be oriented toward moving the message from the writer's desk to the reader's desk in the minimum time possible. As a long-range objective, appropriate message distribution and communication center functions shall be integrated to form a single communications terminal facility; and, where practicable and economical, a single communications facility should serve all collocated subscribers. Relevant to this long-range objective is the rapid advancement of automatic data processing technology and information storage and retrieval techniques which make it technically feasible for a single communications facility to serve all subscribers collocated at any one geographical location.

(2) It is not intended that communications terminal facilities be reorganized or reconfigured based solely on the above doctrine. This doctrine should be applied during communications center planning, programming, and budgeting actions which, in turn, should lead to an orderly transition and gradual achievement of the long-range objective.

e. Reliability. Reliability of C-E systems is achieved by designing equipment and systems with low failure rates and error correction techniques, providing alternate routes, standardizing equipment, establishing standardized procedures, and supervising their execution, defending against electromagnetic jamming and deception, and establishing effective logistic support programs.

f. Survivability. National policy emphasizes the survivability of both the National Command Centers and the communications links through which decisions are transmitted to the forces in the field. It is not practical or economically feasible to make all communications systems or elements of a system equally survivable. The survivability requirements should be determined through an analysis of all factors involved, including the implications of electromagnetic pulse and transient radiation effects on electronics. The degree of survivability for communications systems supporting the function of command and control should be commensurate with the survival potential of the associated command centers and weapon systems. Communications survivability can be achieved through application of techniques such as dispersal of key facilities, multiplicity of communications routes and

alternate modes, mobility, hardening, or a combination of these techniques.

g. Flexibility. Flexibility is required to meet changing situations and diversified operations with a minimum of disruption or delay. Flexibility is obtained by system design (standardization), using commercial facilities, and mobile units or pre-positioned facilities.

h. Compatibility. Compatibility is the capability of two or more items or components of equipment or material to exist or function in the same system or environment without mutual interference. Electromagnetic compatibility, to include frequency supportability, must be considered at the earliest conceptual states and throughout the planning, design, development, testing and evaluation, and the operational life of all systems.

i. Interoperability. Command, control, and communications (C3) systems must possess the interoperability necessary to ensure success in joint and combined operations. Interoperability is the condition achieved among C-E systems or items of C-E equipment when information or services can be exchanged directly and satisfactorily between them/their users. To ensure C3 systems' interoperability, all aspects of achieving it must be addressed throughout the life-cycle of a system. These aspects include the following:

- (1) Development of joint and combined C3 doctrine, concepts and operational procedures.
- (2) Identification, coordination, review and validation of requirements.
- (3) Development of interoperability standards.
- (4) Acquisition of interoperable systems.
- (5) Testing and verification of interoperability.
- (6) System and standards configuration management.
- (7) Joint and combined C3 training and evaluation

j. Standardization of Equipment. Standardization equipment includes aspects of equipment compatib

interoperability, and commonality. Communications systems are interoperable with one another when necessary information can be exchanged at appropriate levels of command directly and in usable form. Items of equipment are compatible with one another if signals can be exchanged between them and if the equipment or systems being interconnected possess comparable performance characteristics, including suppression of undesired radiation. Equipment and systems are common when they have the following characteristics: (1) they are compatible; (2) each can be operated and maintained by personnel trained on the others without additional specialized training; (3) repair parts (components or subassemblies) are interchangeable; and (4) consumable items are interchangeable. The underlying concepts and broad objectives of the NCS and the DCS, coupled with the need for interface of tactical communications systems with facilities of the DCS, require that, so far as practical, communications equipment be standardized. Plans for standardization must ensure that the essential requirements of all Services and agencies are accommodated in the standardization achieved. Space, weight, or other limitations may prevent equipment used by different Services and agencies from taking the same form. In such case, the equipment should include a maximum possible number of components that are common to all Services, and operational characteristics must be coordinated between the Services and agencies concerned. The following are objectives of equipment standardization:

- (1) Minimize the addition of buffering, translatative, or similar devices for the specific purpose of achieving workable interface connections.
- (2) Achieve the maximum economy possible from cross-servicing and cross-procurement.
- (3) Permit emergency supply assistance between Services.
- (4) Facilitate interoperability of functionally similar communications systems.
- (5) Avoid unnecessary duplication in research and development of new communications technology/equipment.

k. Economy. It is imperative that a balance be achieved between the qualitative elements of an

operationally effective and responsive communications capability and the budgetary/resource limitations. Economy may be achieved in various ways without sacrificing operational capability; the following are specific examples:

- (1) Consolidation of functionally similar facilities, which are closely located, under one command/Service.
- (2) Integration of special-purpose and dedicated networks into the DCS switched systems, providing they can offer equal or better service.
- (3) Careful planning, design, and procurement of facilities and systems.
- (4) Efficient management and operating practices and effective communications discipline.
- (5) Maximum use of the DCS common-user subsystems.
- (6) Judicious use of commercial services.

3-113. Principles for Combined Operations

- a. Standardization of Principles. Standardization of principles and procedures by allied nations for combined communications is essential and should, insofar as possible, conform to US joint principles, methods, and procedures.
- b. Agreement in Advance of War. Combined communications agreements should be made with probable allies. These should cover principles, procedures, and overall satisfaction of communications requirements and should be arrived at by mutual agreement in advance of war.
- c. Policy in Absence of Agreements. Where communications agreements have not been arrived at in advance of war, the allied forces should adopt the procedures of one ally on direction of a duly established combined authority.
- d. US Interpreters. The United States will provide its own interpreters to ensure that US interests are adequately protected.

e. Choice of Cryptosystem. The operational acceptability and disclosure or release of COMSEC to foreign governments for combined use will be determined and approved by National Authorities (National COMSEC Committee) prior to entering into discussions with foreign nationals.

SUBSECTION 4, CONTROL AND COORDINATION OF COMMUNICATIONS REQUIREMENTS AND RESOURCES

3-114. Authority. The authority and responsibilities of the commander of a unified or specified command include control, review, and coordination of assigned communications resources and actions affecting such resources within the area or scope of the command.

3-115. Communications System Projects

a. Guidance. The CINC will provide broad guidance for communications project requirements which will have an impact on the communications posture and capabilities within the command.

b. Review of DCS Projects. The CINC will review, coordinate, and, when appropriate, validate the needs, plans, and programs for major and below-the-threshold communication requirements, systems, networks, projects, and related resources including those of the component commands and combatant and support forces, initiated within the command. The review will encompass the essentiality for performance of assigned missions, for establishment of selective implementation priorities, and for agreement with approved plans and programs.

3-116. Communications Services

a. Allocation of Resources

(1) The CINC will determine the relative priorities and allocate communications circuits and channels within the area or scope of the command, including those required by component and other subordinate commands.

(2) Where the communications services required by a unified or specified command, Military Service, or DOD agency use the resources or traverse the communications systems, network, or facilities within the area of another unified or specified

command, the allocation of communications resources will be accomplished through mutual agreement of the commands, Military Services, or agencies concerned.

b. Allocation of Critical Resources

(1) Where the availability of communications resources is extremely critical and a mutually acceptable agreement cannot be achieved by the unified or specified command, Military Services, or DOD agencies concerned, the matter will be referred to the Joint Chiefs of Staff for resolution.

(2) Cases will be referred to the Joint Chiefs of Staff by either a joint or individual communication from the unified/specified commands, Military Services, or DOD agencies concerned. Referrals will include information on the mission requiring support; communications resources of each command, Military Service, or agency concerned; reasons why common-user communications cannot be used; and impact, if communications service is not provided.

3-117. Assistance and Coordination

a. The CINC will assist other unified and specified commands, Military Services, and DOD agencies, to the extent of the command's capabilities and consistent with the assigned mission, in satisfying their communications requirements within the area of command.

b. Military Services and DOD agencies are responsible for coordinating with the unified and specified command concerned those communications projects, plans, programs, and communications service requirements that impact on the communications system, networks, or facilities within the area or jurisdiction of the unified or specified command.

3-118. DCS and Tactical Communications System Interface.
Requirements for interface of the DCS and tactical communications system will occur at various organizational levels and will include DCS switched networks, command and control and support networks, and transmission capabilities ranging from a few circuits to many circuits.

a. The commander of a unified command will designate the points at which interface of the various communications services between the DCS and non-DCS (tactical) communications system will occur. In the

preparation of plans, commanders should ensure that these points, and those facilities for which interface capability is required, are identified and that operational interface requirements are established. Normally, interface will occur at the headquarters of the commanders of component commands, at the headquarters of other elements directly controlled by the commander of the unified command, and at designated area communications nodes. Additional interface points may be specified by the Joint Chiefs of Staff.

b. When the commander of a unified command determines that the extension of the DCS is appropriate, the commander may designate certain operational tactical communications facilities to replace DCS facilities or make other appropriate temporary arrangements until DCS facilities can be provided.

c. New equipment which must interface with the DCS in joint tactical operations will conform to electrical interface standards specified in the MIL-STD 188-100 series and those applicable standards developed by DCS in coordination with the Services. In matters relating to communications security, the National Security Agency publications will prevail.

3-119. Disposition of Communications Equipment and Facilities Excess to Supporting the DCS

a. The proprietary Service, in coordination with the appropriate CINC, will report to the Joint Chiefs of Staff major end items of equipment or facilities procured specifically to support DCS requirements and identified as excess to these requirements and available for reallocation to meet approved but unfulfilled DCS requirements worldwide. Recommendations concerning disposition of these assets, developed in coordination with activities, should be included. The Joint Chiefs of Staff will determine disposition on a case-by-case evaluation.

b. Equipment procured to meet Service requirements but subsequently employed in support of a DCS requirement will revert to the proprietary Service when it becomes excess to that requirement.

SUBSECTION 5, RESPONSIBILITIES

3-120. Military Department and Military Service Responsibilities. In accordance with guidelines and

direction from the Secretary of Defense and the Joint Chiefs of Staff, each Military Department or Military Service, as appropriate, has the following common functions and responsibilities pertaining to joint operations:

- a. To provide communications personnel and reserves of communications equipment and supplies for the effective prosecution of war, and plan for the expansion of peacetime communications to meet the needs of war.
- b. To provide, organize, and train its communications personnel, and provide communications equipment for joint operations.
- c. To provide, operate, and maintain assigned facilities of the DCS, to include the capability of meeting the provisions of the MIL-STD 188-100 series and MIL-STD 188-310. The Service responsible for operation and maintenance of the DCS facility will be responsible for providing the conditioning equipment required to effect the DCS/non-DCS interface.
- d. To maintain mobile, transportable communications assets, which are controlled by the Joint Chiefs of Staff, in a high state of readiness.
- e. To cooperate with and assist the other Services in the accomplishment of their communications functions, as determined by proper authority.

3-121. Individual Service Responsibilities. The communications and electronics responsibilities of each Service will normally parallel, and be determined by, other related assigned responsibilities and command relationships. Each Service has the following responsibilities:

- a. To provide, operate, and maintain the communications facilities organic to its own tactical forces, including organic service elements.
- b. To provide, operate, and maintain terminal equipment on DCS access circuits, circuits required for communications with elements of other Services, and associate circuit facilities as may be assigned or mutually agreed.
- c. To provide, operate, and maintain communications for distress, disaster, emergency, and safety as directed by proper authority and in accordance with applicable international agreements.

d. To provide the capability for interface of non-DCS facilities.

(1) For existing equipment which must interface with the DCS, the Service operating the non-DCS facility will be responsible for providing the capability of meeting the interface standards specified in the MIL-STD 188-100 series, except for that conditioning provided by the Service operating a DCS facility.

(2) A Service procuring new non-DCS facilities which are to interface with the DCS must ensure that they meet the provisions of the MIL-STD 188-100 series and other applicable standards.

3-122. Unified and Specified Command Responsibilities. The CINC will:

a. Prepare and submit to the Chairman, Joint Chiefs of Staff, with information copies to the Services, Defense agencies, and the Joint Tactical Command, Control, and Communications Agency (JTC3A), requirements for tactical communications capabilities for joint operations within the scope of their respective missions and functions, including requirements for JCS-controlled mobile/transportable communications assets, when such requirements are not satisfied by normal Military Department or Military Service processes.

b. Collect, provide comments on, and forward to the Chairman, Joint Chiefs of Staff, requirements applicable to joint operations for all tactical communications equipment which are generated by subordinate operational commands and are being submitted directly to the Military Departments or Services.

c. Report to the Chairman, Joint Chiefs of Staff, incompatibilities or lack of interoperability among tactical C3 systems and between tactical systems and the DCS in accordance with DOD Directive 4650.1 and the JCS Memorandum of Policy on Compatibility and Interoperability of Tactical C3I Systems.

d. Periodically test as a-part of a JCS-sponsored or command-sponsored exercise the communications portions of appropriate OPLAN(s). These tests will serve to identify unresolved issues, verify operational procedures, and provide joint training.

(1) Service components and subordinate unified commands will submit requirements for all tactical and strategic communications equipment applicable to joint operations through the CINCs to the Military Departments or Services in accordance with required operational capability procedures.

(2) Unified and specified commands will submit a command and control system master plan to the Chairman, Joint Chiefs of Staff, annually.

(3) The JTC3A, in coordination with the unified and specified commands, is responsible for developing technical interoperability standards for tactical communications use during joint operations.

3-123. Communications Security. Commanders of joint commands have the responsibility for ensuring that the degree of security provided in their supporting communications systems is consistent with joint operational requirements, user requirements, and the vulnerability of the transmission media to intercept and exploit.

a. Communications system users must be apprised of the degree of security inherent in the systems provided. Users, in turn, must employ the most secure communications facilities or systems available to them in a manner that will not degrade the communications security provided therein.

b. Executive responsibilities for communications security are inherent to the responsibilities for planning, providing, managing, and operating the communications system in that applied. The Director, National Security Agency, is responsible for developing and prescribing cryptographic principles that are technically secure and sound.

3-124. Communications Cover and Deception. Communications cover and deception for joint operations will conform to JCS Memorandums of Policy on Electronic Warfare and Military Deception.

3-125. Electronic Counter-Countermeasures (ECCM). An effective ECCM program, employing adequate electronic warfare support measures and electronic countermeasures protection, is mandatory if friendly communications systems are to be reliable and mission responsive in a hostile electromagnetic environment. The planning, development, and execution of ECCM operations will be in accordance with JCS

Memorandum of Policy on Electronic Warfare. Particular attention will be given the requirement for coordination and control of electronic warfare operations. Commanders of joint commands are responsible for ensuring that an effective level of ECCM is provided in support of their communications facilities and systems. The degree of ECCM provided should be consistent with the electronic warfare support measures and electronic countermeasures threat and vulnerability of mission support communications to hostile exploitation.

3-126. Electromagnetic Spectrum Management and Engineering. In accordance with US national and DOD policy and international agreements, the Chairman, Joint Chiefs of Staff, is responsible for the following:

- a. Providing overall guidance for joint and inter-Service electromagnetic spectrum management and engineering matters.
- b. Ensuring electromagnetic spectrum support for the unified and specified commands.
- c. Developing, coordinating, and disseminating joint plans for spectrum allocation and assignment of radio frequencies.
- d. Participating in international negotiations for frequency support of US forces.

3-127. Frequency Resource Record System. The Frequency Resource Record System was established by the Joint Chiefs of Staff as the DOD frequency assignment records data base to assist frequency managers, equipment developers, and operational users. The Chairperson, Military Communications-Electronics Board (MCEB), is responsible for the management of the FRRS.

3-128. DOD Electromagnetic Compatibility Program. The Assistant Secretary of Defense (C3I) and the Chairman, Joint Chiefs of Staff, or their designees, are jointly responsible for providing policy and guidance for the DOD Electromagnetic Compatibility Program (EMCP). The Chairperson, MCEB, is the designee for the Chairman, Joint Chiefs of Staff. The designee is additionally responsible for the operational aspects of the EMCP, which include establishment of a library of spectrum signatures, an electromagnetic environmental data file, progressive development of an analysis program, the planning and implementation of allocation procedures for the

electromagnetic frequency spectrum, and the coordination of operational requirements with DOD research and development effort.

SUBSECTION 6, PROCEDURES

3-129. Military Communications-Electronics Board. Under the policies and direction of the Secretary of Defense and the Joint Chiefs of Staff, the MCEB establishes joint and coordinates combined C-E operating methods and procedures.

3-130. Joint and Allied Publications. Communications methods and procedures for joint and combined C-E matters, which are established by the MCEB for use by the Military Services, appear in the following publications:

a. Allied Communications Publications. These publications are produced in conjunction with the allied nations. The MCEB supervises the US participation in the production of Allied Communications Publications (ACPs). ACPs are approved for US use by the Chairman, Joint Chiefs of Staff.

b. Joint Army-Navy-Air Force Publications and US Supplements to ACPs. Joint Army-Navy-Air Force Publications (JANAPs) and US supplements to ACPs are US communications-electronics publications developed under the direction of the Chairman, Joint Chiefs of Staff, for US use under the following conditions:

- (1) When no ACP covers a specific subject.
- (2) To expedite the provision of new or supporting information to the Armed Forces of the United States pending acceptance by other allied nations.
- (3) To meet requirements peculiar to specialized US operations or for providing such augmenting, supporting, or new information to enhance or clarify US usage of ACPs.

c. Contents. ACPs, JANAPs, and US Supplements to ACPs prescribe approved methods and procedures for the conduct of all forms of communications, recognition, identification, security, employment of radio frequencies and call signs, electronic warfare, and other aspects of allied or joint application or interest.

d. Preparation and Revision. Each ACP is reviewed biennially. Factual amendments are processed continuously.

(1) ACP 198 provides instructions for the preparation of Allied Communications Publications.

(2) ACP 198 US Supplement #1 provides instructions for the preparation of joint C-E publications.

e. Status of Communications Publications. The status of these publications is contained in JANAP 201, "Status of Non-Cryptographic JANAPs and ACPs."

CHAPTER 4

JOINT ACTIVITIES IN THE OPERATIONS OF THE ARMED FORCES

SECTION I, BASE DEFENSE OPERATIONS

4-1. Purpose. This section sets forth the basic principles and doctrines governing the following:

a. Service responsibilities for the various aspects of base defense.

b. Command responsibility and authority for coordinating these aspects to provide an effective, integrated local defense system.

4-2. Scope. The principles and doctrines provided in this section are established for the direction of operations for the local defense of base facilities located outside of the continental United States. They may be used by commanders responsible for base defense operations within the continental United States as a guide for coordinating local defense planning, including physical and communications security.

4-3. Definitions

a. Base Defense. The local military measures, both normal and emergency, required to nullify or reduce the effectiveness of enemy attacks on, or sabotage of, a base, so as to ensure that the maximum capacity of its facilities is available to US forces. (JCS Pub 1)

b. Continental United States. United States territory, including the adjacent territorial waters, located within the North American Continent between Canada and Mexico. (JCS Pub 1)

c. Joint Base. For purposes of base defense operations, a joint base is a locality from which operations of two or more of the armed forces of the Department of Defense are projected or supported and which is manned by significant elements of two or more Services or in which significant elements of two or more Services are located.

4-4. Coordination of Defense Efforts. Because of the close community of interest among forces using a base and the physical proximity of these forces to each other, coordination of their respective defensive capabilities is essential.

4-5. Determining Service Commander. The Service which provides the commander of, and the Service or Services which provide the forces for, base defense operations are determined by the classification of the base facility and by the functions assigned to the individual Services.

4-6. Classification of Bases

a. A base may be:

(1) A single-Service base.

(2) A joint base. A joint base may be either:

(a) One in which one Service has primary interest, or

(b) One in which two or more Services have coequal interest.

b. The CINC of an area will determine (unless determined by higher authority) and announce the classification of bases in his area in accordance with policies established by the Joint Chiefs of Staff.

4-7. Establishing Command Relationships. To provide for the effective defense of a base within his command or for joint planning within his responsibility, the CINC is responsible for the following:

a. Assigning the responsibility for local defense of the base and establishing the method of command or coordination to be exercised by the local base defense commander.

b. Ensuring that appropriate command relationships between subordinate area and local base defense commanders are established and that the local defense area is delineated.

4-8. Responsibility for Defense by Other Than Local Forces. The commander of the area, or the commander of the subarea, in which a base is located is responsible for the overall defense of the bases in the area against enemy forces, to include distant forces, which interfere with the operation of or threaten the bases in that area.

4-9. Responsibility of Base Commander. The officer assigned to command a base is responsible for local base defense. The forces of Services other than his own, assigned to the base primarily for the purpose of local base defense, will

be under his operational control. Forces of other Services assigned or attached to the base for primary purposes other than local base defense, will support local base defense during an attack or threat of an attack.

4-10. Responsibilities of Individual Service Commanders. The commander of the forces of each Service at a base is responsible for the following:

- a. Participating in the preparation of base defense plans.
- b. Providing, staffing, and operating base defense facilities in accordance with the base defense plans. The tasks assigned each commander will follow, in general, the Service functions.
- c. Conducting individual and unit training of assigned forces, as necessary, to ensure their readiness to perform their assigned tasks in defense of the base.
- d. Providing appropriate facilities and essential personnel for a command operations center for the responsible base defense commander.
- e. Providing appropriate personnel for the base defense commander's staff to advise the commander on matters peculiar to their Service and, if a joint staff is established, to be regular working members of the staff.
- f. Providing for the internal security of the command.
- g. Providing housing for the forces under his command.
- h. Providing communications within the command.

4-11. Employment of Transient Forces. Defense plans will include provisions for augmenting the regularly assigned base defense forces in an emergency by the employment of transient forces present at the base during an attack or when the base is threatened with attack. In an emergency, the base commander will be considered an area commander insofar as establishing authority and command relationships are concerned.

SECTION II, MEASURES TO PREVENT OR MINIMIZE MUTUAL INTERFERENCE IN OPERATIONS

4-12. Purpose and Scope

a. Purpose. This section establishes procedural means to avoid mutual interference among friendly forces. Ordinarily, the most effective operation among the various elements of a joint force requires effective command and control structure, communications, and interoperability. Where positive control is unattainable due to enemy action or other reasons, procedural means of deconfliction must be established to prevent fratricide, provide for immediate effective engagement of enemy forces, and prevent needless alarms. Prevention of mutual interference includes both physical and electromagnetic measures.

b. Scope (Required Measures). Commanders are responsible for defining the measures to be used within their areas of responsibility, in accordance with the basic doctrines contained herein, and for coordinating these with adjacent and supporting forces. Procedural measures include, but are not limited to, those listed below:

(1) Assignment of nonconflicting missions so far as practicable.

(2) Designation of the relative importance of missions where conflict of missions might occur. The prioritization of missions will help to ensure deconfliction.

(3) Scheduling of tactical tasks so as to limit conflict in space, time, or area.

(4) Provision of adequate recognition and identification procedures.

(5) Timely exchange of essential operational data between forces where interference might occur.

4-13. Responsibilities

a. Commanders Within a Force. Commanders down to the lowest echelons of a force must ensure that measures are taken to prevent or minimize interference with the operations of other friendly forces. For this purpose, detailed rules, procedures, plans, and methods of operation should be given appropriate dissemination by each commander. Commanders should ensure that the detailed rules, procedures, plans, and methods of

operation disseminated at their levels of command are in consonance with those of higher echelons and are coordinated with parallel echelons.

b. Instructions and Guidance. The Chairman, Joint Chiefs of Staff, will:

(1) Provide instructions to serve as basic guidance to each CINC in those aspects of operations which would interfere with the operations of another CINC, unless coordinating provisions were made to prevent or minimize interference.

(2) When it is necessary or desirable, provide guidance as to timing, designated objectives, and use of specific areas and spaces in connection with operations of two or more unified or specified commands where interference is probable without designation.

c. Security Compromise of Measures. In the event of compromise of any of the measures taken to prevent or minimize mutual interference, commanders must notify immediately the authority establishing the particular measures and commanders who may need to know.

4-14. Basic Guidance and Detailed Rules and Procedures. The Chairman, Joint Chiefs of Staff, will prescribe basic guidance for measures necessary to prevent or minimize mutual interference. Necessary detailed rules and procedures in consonance with the basic guidance should be issued by appropriate commanders to all commands which may operate in the area concerned and which are affected. Changes to such rules and procedures should be implemented only after notification of commanders concerned sufficiently in advance to permit all units affected by the change to be advised (minimum of 36 hours is desirable).

4-15. Emergency Rules and Procedures. The rules and procedures given above may be set aside in an emergency by any commander insofar as they apply to his command when, in his judgement, time does not permit reference to higher authority. When such changes are made, the commander will notify appropriate commanders concerned and explain reasons for the change.

4-16. Recognition and Identification. The proper use of prescribed procedures for both identification and recognition is a responsibility placed upon all individuals, ships, and forces of the Military Services. The safety of each surface ship, aircraft, submarine, or ground element may depend upon recognition and identification efficiency.

a. Initiation of Identification. The responsibility for initiation of identification procedures is assigned below and has universal application.

(1) Aircraft are responsible for establishing their own friendly character to all surface warships.

(a) When aircraft approach fleet formations or dispositions, they will be challenged. When friendly character is established, that fact should be relayed to all ships because it is impossible for an aircraft to exchange recognition signals with each of a large number of ships.

(b) Friendly aircraft must conform to the prescribed approach procedures.

(c) Aircraft are responsible for determining the enemy character of surface ships, ground forces, and other aircraft before attacking.

(d) All surface warships, submarines, and ground forces must bear in mind that many aircraft may not carry pyrotechnics, and must identify themselves by other means.

(2) The responsibility for establishing identity between ground forces and aircraft is a mutual one governed by local orders based on the following principles:

(a) Aircraft are responsible for determining the enemy character of ground forces before attacking.

(b) Aircraft are responsible for establishing their friendly character to ground forces when challenged or when engaged by ground forces.

(c) Ground forces are responsible for establishing the enemy character of aircraft before opening fire on them. The only exception to this principle occurs when the order "weapons free" is in force. Under "weapons free" any airborne vehicle not identified as friendly may be engaged.

(d) Ground forces are responsible for establishing their friendly character when

challenged by friendly aircraft, or if attacked by friendly aircraft.

(e) Ground forces take all reasonable precautions to establish their identity to friendly aircraft engaged in tactical air support operations.

(3) Submarines, except in joint zones or submarine-restricted areas, are responsible for establishing their own friendly character to all surface warships and aircraft.

(4) When ships of different sizes sight each other, it is normally the responsibility of the smaller ship to establish its friendly character to the larger ship. Under conditions of reduced visibility, the larger ship, with its higher radar antenna, will probably contact the smaller ship first. In acting on an unrecognized surface contact, the larger ship must take this factor into consideration.

(5) Ground forces and surface forces are mutually responsible for establishing their own friendly character, except where special instructions for harbor entrance control are effective or where special orders are issued for specific operations.

(6) Within similar types of elements there is a mutual responsibility of establishing friendly character; i.e., air-air, ship-ship, ground-ground, submarine-submarine.

b. Responsibility for Answering Identification Signals. Each unit or force is responsible for initiating, at once, procedures to identify itself when another unit or force has initiated its own identification.

c. In modern warfare, the characteristics of forces often may be such that visual identification and recognition are of limited value. Accordingly, increased reliance must be placed on electronic and procedural means to recognize and identify friendly forces as soon as possible after detection.

4-17. Attack Restrictions in Certain Areas

a. Necessity for Restrictions. Certain attack restrictions and limitations of operation areas have

been found to be essential when aircraft, ground forces, surface ships, or submarines are operating in the same areas. These restrictions are essential to prevent or minimize mutual interference, not only between units of one command but also between commands. These restrictions should not be established on a semi-permanent or permanent basis but rather should be tailored to fit precise pre-planned operations and should be drawn up with careful limitations of size, space, and duration. With the increasing complexity of future warfare, it is anticipated that additions will be required to the listing set forth.

b. Establishing Authority. For purposes of delineating the spheres of activity of aircraft, surface ships, submarines, and ground forces, the Joint Chiefs of Staff, the CINCs, and such other commanders as they may designate, may define and provide general rules governing the establishment of areas and zones.

c. Providing Limitations and Procedures. Area, space, and time limitations of the various class areas and detailed procedures in connection with them will be prescribed in directives and in appropriate zone notices issued by commanders. Dissemination will be on a broad and timely basis.

d. Additions and Exceptions. Additions and exceptions to the attack restrictions may be prescribed by the appropriate commander.

e. Special Types of Restricted Areas. The following policies pertain to special types of restricted areas which are to be in effect intermittently or for a short period of time:

(1) The period during which any special type of restricted area is effective should be for the minimum practicable length of time.

(2) Special types of restricted areas should be established sufficiently far in advance of the effective period to permit all friendly units to receive timely warning of such establishment (desirable minimum is considered to be 36 hours).

(3) Special types of restricted areas should be of minimum and practicable size.

4-18. Operational Intelligence and Information

- a. Friendly. All appropriate commanders should make known, when practicable, the location and anticipated movements of forces under their control.
- b. Enemy. Information concerning the locations, disposition, and size of hostile forces confronting a commander must be rapidly and adequately disseminated after initial evaluation at his level.
- c. Standards. Standards for identifying, evaluating, reporting, and taking necessary action upon contacts or sightings of military significance will be established by the appropriate commanders.
- d. Submarine Notices. Submarine operations and movements outside submarine sanctuaries and submarine patrol areas will be made the subject of Submarine Notices. At the place from which a submarine is departing, appropriate commanders should disseminate these notices to those who need to know.
- e. Surface Ship Notices. Surface Ship Notices are used to establish and disseminate information on moving surface ship havens. Commanders should disseminate these notices to those who need to know.

4-19. Special Routing Instructions

- a. Routes and Reference Points. These are established by the CINCs, or by other appropriate commanders when so authorized, to facilitate control of surface, air, and subsurface traffic to reduce interference between forces making passage in the same area.
- b. Informing Adjacent Areas. To ensure understanding between forces operating in adjacent areas, common routes and reference points should be issued to adjacent areas and to forces about to leave or enter an area.
- c. Temporary New Routes and Reference Points. New routes and reference points may be disseminated by appropriate commanders as authorized for the temporary use of forces under their command.
- d. Permanent New Routes and Reference Points. When intended for permanent use, new routes and reference points should be issued by the CINC or by other appropriate commanders as a change to the original directive on the subject.

4-20. Hostile Acts. Basic rules established by higher authority for defining and recognizing hostile acts by aircraft, submarines, surface units, and ground forces will be promulgated by the commanders of unified and specified command and by other appropriate commanders when so authorized. (JCS Pub 1)

SECTION III,

SEARCH AND RESCUE (SAR) AND COMBAT SAR (CSAR) OPERATIONS

4-21. Purpose. This section provides the basic principles governing Service participation in a Joint Rescue Coordination Center (JRCC), the conduct of joint SAR or CSAR missions, and responsibilities and authority of CINCs (within this section referred to as area commanders).

4-22. Scope. This section delineates the conduct of SAR and CSAR operations within an area but may be used as a guide for joint SAR and CSAR operations with other commands and government or civil agencies.

4-23. Definitions

a. Search and Rescue. The use of aircraft, surface craft, submarines, specialized rescue teams and equipment to search for and rescue personnel in distress on land or at sea. (JCS Pub 1)

b. Combat Search and Rescue. CSAR is a specific task performed by rescue forces to effect the recovery of distressed personnel during wartime or contingency operations.

c. Rescue Coordination Center (RCC). A primary search and rescue facility suitably staffed by supervisory personnel and equipped for coordinating and controlling search and rescue operations. The facility may be operated unilaterally by personnel of a single Service (Rescue and Coordination Center), jointly by personnel of two or more Services (Joint Rescue Coordination Center), or it may have a combined staff of personnel from two or more allied nations (Combined Rescue Coordination Center). (JCS Pub 1)

d. Search and Rescue Coordinator. The designated SAR representative of the area commander, with overall responsibility and authority for operation of the Joint Rescue Coordination Center and for joint SAR operations within the geographical area assigned. (JCS Pub 1)

e. Component Search and Rescue Controller. The designated search and rescue representative of a component commander of a unified command who is responsible in the name of his component commander for the control of component search and rescue forces committed to joint search and rescue operations. (JCS Pub 1)

f. Search and Rescue Mission Coordinator. A search and rescue controller selected by the search and rescue coordinator to direct a specific mission. (JCS Pub 1)

g. On-Scene Commander. The person designated to coordinate the rescue efforts at the rescue site. (JCS Pub 1)

4-24. SAR and CSAR Responsibilities and Authority of the Area Commander

a. SAR within the territory (including territorial waters) of any country is a sovereign right and a primary responsibility of that country; however, the area commander has the inherent responsibility to provide assistance to the host nation in accordance with existing agreements. The area commander must ensure that the local laws, regulations, policies, and host-nation SAR capabilities are taken into consideration when establishing SAR procedures in his area of responsibility.

b. The area commander has primary authority and responsibility for CSAR in support of US forces within the commanders' area of responsibility.

c. The area commander may delegate SAR or CSAR authority to subordinate commanders and, by mutual agreement, to Coast Guard or military commanders of other commands.

d. The area commander will establish joint rescue coordination centers whose functions will be to direct and coordinate all committed SAR or CSAR forces within their areas of responsibility. Provision will be made for Coast Guard participation in such centers, where practical.

e. The area commander will exercise control of SAR and CSAR forces committed to an incident.

f. In urgent situations, the area commander may assign SAR and CSAR tasks and missions to forces not assigned but based or operating in the area and may assume temporary operational control of them when such forces are not actively engaged in missions assigned by their own higher command. Control will normally be exercised through the subordinate commander of such forces, who will keep the area commander advised of the availability of SAR and CSAR-capable forces.

g. The area commander will ensure that each Service represented in the command supports SAR and CSAR operations of other Services to the fullest extent practicable.

h. Adjacent area commanders will provide mutual support in SAR and CSAR matters of common concern. To ensure continuity of SAR and CSAR support for military operations which transcend area boundaries, mutual coordination will be established between adjacent JRCC.

4-25. SAR and CSAR Responsibilities of the Services

a. Each Service is responsible for providing forces capable of performing CSAR in support of its own operations, in accordance with its assigned functions. In so doing, each Service will take into account the availability/capability of SAR forces of other Services, including the Coast Guard.

b. When a Service participates in the operation of a JRCC, that Service will provide sufficient personnel to ensure adequate and equitable manning of the SAR controller positions.

4-26. SAR and CSAR Responsibilities and Authority of a Service Component Commander

a. Each Service component commander will normally exercise control of the assigned SAR/CSAR forces through the component SAR controller when the forces are committed to joint operations under the overall direction of the SAR coordinator.

b. Each Service commander will furnish all assistance practicable to the other Services, including the Coast Guard.

4-27. Procedures

a. Area commanders will establish standing operating procedures for the conduct of joint SAR and CSAR operations, taking cognizance of the capabilities and normal operating procedures of the Services represented in the JRCC.

b. When a SAR and CSAR incident occurs, the SAR coordinator or appropriate component SAR controller normally will designate a representative of the Service primarily concerned with the object of the search and rescue as SAR mission coordinator for that mission.

c. The SAR mission coordinator will have the responsibility and authority for directing the mission.

d. The SAR coordinator may delegate authority for direction of the SAR mission when such direction may be better accomplished from a location other than the JRCC.

4-28. Responsibilities for Other SAR and CSAR Operations.

The principles and doctrines set forth in this section may be used as a guide for, but do not necessarily govern, the following:

a. Local base SAR and CSAR operations. (Responsibility of the base commander.)

b. SAR and CSAR operations in support of a naval task force. (Responsibility of the task force commander.)

c. SAR and CSAR operations in support of tactical operations in a battle area. (Responsibility of the tactical commander.)

4-29. CSAR Planning. Commanders as appropriate will prepare wartime CSAR plans as annexes to their emergency plans.

4-30. Public Information. Release of information concerning joint SAR operations will be in accordance with provisions of the following publications:

a. AR 360-80.

b. OPNAVINST 3040.2.

c. AFR 190-8.

d. Marine Corps Order P5720.58.

SECTION IV, CIVIL AFFAIRS OPERATIONS

4-31. Reference. Joint Manual of Civil Affairs/Military Government, FM 41-5/OPNAV P21-1/AFB 110-7/NAVMC 2500.

4-32. Definitions. Civil Affairs refers to those phases of the activities of a commander which embrace the relationship between the military forces and civil authorities and people in a friendly country or area or occupied country or area when military forces are present. Civil Affairs include, among other things, the following:

a. Matters concerning the relationship between military forces located in a country or area and the civil authorities and people of that country or area, usually involving performance by the military forces of certain functions or the exercise of certain authority normally the responsibility of the local government. This relationship may occur prior to, during, or subsequent to military action in time of hostilities or other emergency and is normally covered by a treaty or other agreement, expressed or implied; and

b. Military Government is the form of administration by which an occupying power exercises executive, legislative, and judicial authority over occupied territory. (JCS Pub 1)

4-33. Purpose. This section provides the basic principles and doctrines governing the following:

a. Service responsibility for the conduct of civil affairs.

b. Command responsibility and authority for coordinating joint aspects to provide effective integrated civil affairs.

4-34. Policies. The pattern and objectives of civil affairs activities in friendly and occupied countries in any given area will correspond with applicable international and domestic law and will depend upon such variables as US foreign policy, the requirements of the military situation, participation of allies, and other factors. Guidance as to specific policies to be followed in any given country normally will not be available until the outbreak of hostilities. Policies generally applicable to any civil affairs operation are set forth in the Joint Manual for Civil Affairs/Military Government.

4-35. General Principles

a. The general principles applicable to civil affairs operations are set forth in the Joint Manual for Civil Affairs/Military Government.

b. Excluded Activities. For the purposes of this publication, civil affairs operations do not encompass the following:

- (1) Martial Law or Martial Rule.
- (2) Military Rights and Status of Forces Agreements.
- (3) Trust Territories administered under United Nations Trusteeship Agreements.
- (4) Other dependent areas that are subject to US jurisdiction and administered by one of the Military Departments in time of peace.
- (5) Civil Affairs and Military Government administration by an international command which is subject to special instructions.

4-36. Mission. The mission of civil affairs is as follows:

- a. To assist military operations.
- b. To fulfill obligations imposed by international law and such agreements as may be in effect.
- c. To further the national and international policies of the United States.

4-37. Authority

- a. A military commander's authority for undertaking civil affairs activities stems from one or more of several sources, depending upon such factors as the military mission, policy determinants, and the relation of the government of the country concerned to the United States.
- b. The authority for civil affairs relationships or control in a country or area normally arises from agreement between the US Government, or military commander, and the government of the country in which US Armed Forces may be located.

c. International laws of armed conflict afford occupying powers certain rights and responsibilities. These include the authority to establish the military governments phase of civil affairs and the control or conduct of governmental matters, both during and subsequent to hostilities.

4-38. Responsibilities

a. The Department of State. The Department of State is the agency primarily charged with formulation and implementation of foreign policy. In overseas areas the exercise of the authority of the Department of State is vested in the Chief of US Mission (the US Ambassador accredited to the country concerned or principal US diplomatic officer in the area). In the field of civil affairs, the Department of State has primary or collateral interest in the determination of policies concerning the following:

- (1) The government in a particular country with which US Armed Forces will deal.
- (2) The extent to which the commander of US forces will intervene in the government of a particular country.
- (3) Any matters having an impact on US relations with other countries, particularly US allies and neutral nations.
- (4) The level at which the economy of a given country will be maintained by civil affairs operations.
- (5) The level of feeding of civilians in a country in which US forces are stationed, or are in combat, to whom subsistence in part or in whole must be provided by those forces.
- (6) Any matters involving psychological operations, information activities, and attitudes toward the indigenous populace.
- (7) Plans for turning civil affairs activities over to civilian control after the conclusion of hostilities either generally or in a given country or area.

b. Other Government Departments. Other departments of the Government have a lesser degree of concern with civil affairs problems, usually limited to furnishing advice and assistance in matters pertaining to their specific functions.

c. National Security Council. The National Security Council is the agency to which requests for broad policy guidance in the field of civil affairs operations are submitted by the departments of the Government.

d. Office of the Secretary of Defense. The Office of the Secretary of Defense prescribes, after coordinating with other Federal departments and agencies, policies affecting civil affairs operations of the Department of Defense.

e. Chairman, Joint Chiefs of Staff. The Chairman, is responsible for the following:

- (1) Requesting guidance from the Secretary of Defense concerning broad policies in the field of civil affairs operations.

- (2) Formulating specific policies within the broad policies, modified as may be necessitated by the requirements of the military situation, for transmittal to CINCs and to representatives of the Joint Chiefs of Staff on allied policy making bodies.

- (3) Issuing interim guidance and directives when, in an emergency, appropriate guidance is not otherwise available.

- (4) Ensuring adequate coverage of civil affairs activities in all joint plans.

- (5) Taking such other actions as may be necessary to keep policy development and implementation abreast of current military, economic, and political trends.

- (6) Establishing, when the outbreak of hostilities appears to be imminent, a Joint Civil Affairs Committee with appropriate composition to assist the Chairman, Joint Chiefs of Staff, in discharging his responsibilities in the field of civil affairs planning and operations.

(7) Recommending to appropriate authority, when the outbreak of hostilities appears to be imminent, the establishment of a committee, at allied command level, analogous to the Joint Civil Affairs Committee, and providing appropriate US representation upon such committee.

f) Chief of Staff, US Army. In accordance with directives issued by the Secretary of Defense and the Secretary of the Army, the Chief of Staff, US Army, has the following responsibilities:

- (1) Acting as Executive Agent for the Chairman, Joint Chiefs of Staff, for civil affairs planning, until such time as a Joint Civil Affairs Committee is established by the Joint Chiefs of Staff. In this capacity he will initiate, for appropriate consideration by the Joint Chiefs of Staff, actions required to discharge their responsibilities.
- (2) Monitoring and coordinating Service support of civil affairs operations conducted by unified and specified commands in non-mobilization contingencies, when the Joint Civil Affairs Committee is not activated.
- (3) Establishing and operating civil affairs training installations for the basic training of all US civil affairs units and personnel.
- (4) Mobilizing, training, and providing all civil affairs units and personnel required in unified and specified commands, except to the extent that this responsibility may be specifically assigned to the Departments of the Navy and Air Force.
- (5) Furnishing to the other Services, at their request, qualified personnel for service in their civil affairs units as specialists in the fields in which the Army normally has an interest and in which the other Services ordinarily do not require or maintain trained personnel.
- (6) Making appropriate recommendations to the Joint Chiefs of Staff concerning the adequacy of detailed plans prepared by other agencies and CINCs, as a part of the normal review procedures, and ensuring the necessary coordination with US Government agencies.

g. Chief of Naval Operations and the Commandant of the Marine Corps. In accordance with directives issued by the Secretary of Defense and the Secretary of the Navy, the Chief of Naval Operations and the Commandant of the Marine Corps have the following responsibilities:

(1) Mobilizing, training, and deploying civil affairs units and personnel required to support the operations of forces, activities, and facilities of the Navy and the Marine Corps. This responsibility is applicable to the Coast Guard when operating as part of the Navy in time of war.

(2) Furnishing to the Chief of Staff, US Army, when requested, specially qualified personnel for service in Department of the Army civil affairs training and operational units as instructors or specialists in matters of primary concern to the Navy and Marine Corps.

h. Chief of Staff, US Air Force. In accordance with directives issued by the Secretary of Defense and the Secretary of the Air Force, the Chief of Staff, US Air Force, will furnish to the Chief of Staff, US Army, when requested, specially qualified personnel for service in Department of the Army civil affairs training and operational units as instructors or specialists in matters of primary concern to the Air Force.

i. Common Service Responsibilities. In accordance with directives issued by Secretary of Defense and the Secretaries of their respective Military Departments, the Chief of Staff, US Army; the Chief of Naval Operations; the Chief of Staff, US Air Force; and the Commandant of the Marine Corps have the following responsibilities:

(1) Directing their respective Services to include adequate coverage of civil affairs responsibilities in Service planning.

(2) Making pertinent recommendations to the Joint Chiefs of Staff concerning the adequacy of detailed civil affairs operational plans or annexes prepared by the CINCs as a part of normal review procedures.

(3) Informing the Joint Chiefs of Staff of any developments that require modification of policy guidance or operational instructions issued by the

Joint Chiefs of Staff, and recommending appropriate action.

(4) Determining and providing to the other Services for inclusion in their mobilization plans the estimated phased mobilization requirements for cross-Service support related to military government.

j. Commanders of Unified and Specified Commands. The CINCs are responsible for the following:

(1) Planning for the conduct of such civil affairs operations as may be appropriate in their areas of responsibility as an integral part of the assigned mission, in accordance with guidance, policies, plans, and operational instructions furnished by the Joint Chiefs of Staff.

(2) Obtaining, through the Chairman, Joint Chiefs of Staff, civil affairs units and personnel required to execute plans, in the same manner that other forces are obtained.

(3) As required, providing for a political adviser to be furnished by the Department of State, on the command staff, whose duties will include advising as to details of implementation of established policy and to furnishing informal technical contact with the Department of State to expedite that department's decision in matters of policy determination.

(4) The CINC is authorized, but not required, to delegate authority for civil affairs matters to one of the Service component commanders in his area. The Army component commander will normally be the person to whom this authority is so delegated.

k. Unit Commander. Each commander of a unit of the US armed forces, regardless of its size or subordination, has the following responsibilities:

(1) Complying with applicable provisions of international law in relations with the civilian persons in, and government of, a country in which an assigned unit is stationed or in combat, and requiring such compliance by members of the command.

(2) Performing mission in the field of civil affairs as directed by appropriate authority.

(3) Unless otherwise directed, permitting appropriate civil affairs units and personnel to secure necessary assistance, supplies, and facilities from indigenous sources, and to deal with local civilians and governments on his behalf.

SECTION V. FOREIGN INTERNAL DEFENSE IN SELECTED COUNTRIES

4-39. Purpose. This section provides the basic principles and policies governing the following:

a. Command responsibility and authority for coordinating joint aspects of foreign internal defense (FID).

b. Responsibilities for military participation in FID and counterinsurgency activities.

4-40. Definitions

a. Internal Defense. This term refers to the full range of measures taken by a government to free and protect its society from subversion, lawlessness, and insurgency. (JCS Pub 1)

b. Foreign Internal Defense. Participation by civilian and military agencies of a government in any of the action programs taken by another government to free and protect its society from subversion, lawlessness, and insurgency. (JCS Pub 1)

c. Military Civic Action. The use of preponderantly indigenous military forces on projects useful to the local population at all levels in such fields as education, training, public works, agriculture, transportation, communications, health, sanitation, and others contributing to economic and social development, which would also serve to improve the standing of the military forces with the population. (US forces may, at times, advise or engage in military civic actions in overseas areas.) (JCS Pub 1)

d. Paramilitary Forces. Forces or groups which are distinct from regular armed forces of any country but resembling them in organization, equipment, training, or mission. (JCS Pub 1) (In some foreign countries this will include national police forces.)

4-41. National Objectives and Policy

a. A basic premise of US foreign policy is that the security of the United States and its fundamental values and institutions will be best preserved and enhanced as part of a community of truly free and independent nations. In this regard, the United States endeavors to encourage other countries to do their part in the preservation of this freedom and independence. The objective is to support US interests by means of a common effort.

b. Those governments that lack the will to address their social, economic, or political problems are unlikely to benefit from outside assistance. On the other hand, governments that do mobilize their human and material resources may find that outside help, including US security assistance, makes a critical difference. Where significant US national interests are involved, the United States may provide economic and military assistance to supplement the efforts of such governments.

c. The creation of a relatively stable internal environment--within which economic growth can occur and the people are able to determine their own form of government--is a primary US objective. Economic assistance, either supplied by the United States through bilateral agreements or by several nations through multilateral agreements, may help to achieve this objective.

d. The primary responsibility for creating a stable atmosphere through the commitment and use of all of its internal resources rests with the threatened government. Under certain conditions, however, US policy supports supplementing local efforts to maintain this order and stability. These conditions are as follows:

- (1) The internal disorder is of such a nature as to pose a significant threat to US national interests.
- (2) The threatened country is capable of effectively using US assistance.
- (3) The threatened country requests US assistance.

4-42. Principles

- a. All US FID resources must be coordinated in order to ensure that only those resources appropriate to local conditions are employed to achieve internal stability.
- b. The US military seeks to enhance the overall capability of indigenous military and paramilitary forces to perform their internal defense mission. The specific form and substance of US assistance will be based on an evaluation of requests by the host government and the demonstrated resolve of the host government; the specific form and substance of assistance will be as directed by the NCA.
- c. In determining the most appropriate military measures to be taken for assisting in FID, specially trained, selected, and jointly staffed US military survey teams, including intelligence personnel, may be made available. US military units employed in any FID role will be tailored to meet the conditions of threatened or existing insurgency.

4-43. Military Activities Related to Insurgencies

- a. Levels of Intensity. Insurgency may be classified in three general phases according to level of intensity.
 - (1) Phase I. This phase ranges from circumstances in which subversive activity is only a potential threat, latent or incipient, to situations in which subversive incidents and activities occur with frequency in an organized pattern. It involves no major outbreak of violence or uncontrolled insurgency activity.
 - (2) Phase II. This phase is reached when the subversive movement, having gained sufficient local or external support, initiates organized guerrilla warfare or related forms of violence against the established authority.
 - (3) Phase III. The situation moves from Phase II to Phase III when the insurgency becomes primarily a war of movement between organized forces of the insurgents and those of the established authority.

b. Concept of Employment of US Military Forces

(1) Phase I

(a) In those nations where a potential insurgency problem exists and where US interests so dictate, a security assistance program may be designed. Security assistance programs support the total US effort to reduce the causes of insurgency. Initially, this program will provide a continuing assessment of the threat and work toward strengthening the indigenous capacity to combat insurgency. US military intelligence activity in this phase is primarily a counterintelligence effort involving the assessment of such potential hostile threats as terrorism, espionage, and sabotage to US national security interests and the reliability of non-US military resources.

(b) If a Security Assistance Organization (SAO) does not exist, the nation concerned should be encouraged to obtain appropriate assistance by requesting establishment of an SAO or through the use of mobile training teams. The SAO or mission should include US personnel specially trained in military assistance and may be supplemented by personnel trained specifically for other FID activities. By these means, appropriate training can be made available to the indigenous forces to better facilitate their dealing with the problem.

(2) Phase II. In situations where insurgency develops to more serious proportions, US efforts may be expanded to include necessary equipment and training, forces specifically trained for activities in FID, instructor personnel, and, under some circumstances, unit advisers.

(3) Phase III. During a period of escalated insurgency, expanded US assistance may be provided at the request of the host government; this assistance may include selected US general purpose forces. Nevertheless, the host government will be expected to provide the maximum possible forces.

c. Military Civic Action. Military internal defense or counterinsurgency activities of host nations should include the conduct of an imaginative civic action programs. These programs should be designed to contribute directly to the social and economic

improvement of the people and to convince the indigenous population that the government fully supports popular aspirations toward economic and social progress. Civic action programs can be conducted during any of the above phases, and US advisory efforts, assistance programs, or direct involvement should encourage the use of civic action programs, when appropriate. Coordination with the Department of State, the CIA, and other US and host-country programs designed for the same end is essential.

4-44. Functions of the Chairman, Joint Chiefs of Staff, in FID. The Chairman, Joint Chiefs of Staff, will:

- a. Maintain continuing surveys of military and paramilitary resources available to the Department of Defense, verify their readiness, report on their adequacy and make appropriate recommendations for their expansion and improvement.
- b. Present the military viewpoint in governmental councils in order to ensure that military factors are understood before decisions are reached, and assist in developing coordinated plans.
- c. In consonance with policies issued by the Secretary of Defense, provide guidance to the CINCs in the conduct of FID operations.
- d. Provide for the development of strategy and preparation of military contingency plans in accordance with US national objectives.
- e. When directed, provide assistance to friendly countries faced with a credible threat from internally or externally supported insurgency.
- f. Provide for the following:
 - (1) The training of US officers in the background, tactics, techniques, and program planning for FID and counterinsurgency operations.
 - (2) Counterinsurgency training during joint exercises for US general purpose forces.

4-45. Functions of the Commanders of Unified and Specified Commands in FID. The CINCs will:

- a. Exercise complete responsibility for military operations and operational command of assigned military units within their areas.
- b. Support, through the Security Assistance Program, appropriate requirements of the Country Team for FID programs.
- c. Plan appropriate command structures and intelligence support to be activated when military conditions dictate and upon approval of the Joint Chiefs of Staff.
- d. Direct and supervise the activities of the Military Assistance Advisory Groups (MAAGs) and missions in their command areas and provide technical assistance and administrative support in FID programs.
- e. Review the military portions of policy analysis resource allocation (PARA) studies or country analysis and strategy plans (CASP) and forward them with their recommendations to the Chairman, Joint Chiefs of Staff.

4-46. Functions of MAAGs and MILGPs in FID

- a. Each chief of a MAAG or MILGP has the following functions:

- (1) To represent the Secretary of Defense in the countries to which he is accredited, as specified in each case by Executive Order or by other pertinent instruction. In matters that are not functions or responsibilities of the Chiefs of Diplomatic Missions, chiefs of MAAGs and MILGPs operate under the command and supervision of commanders of unified commands.

- (2) To develop the military section of PARA studies or CASP and make recommendations for military support for FID.

- (3) To provide advice and assistance to host countries on the military aspects of counterinsurgency, whenever such advice and assistance is sought by the host country and approved by the US Government.

- b. In countries where no MAAG or MILGP is assigned, the senior US military officer will perform the responsibilities listed above.

4-47. Functions of the Military Services in FID

a. Common Responsibilities. The Services will:

- (1) Organize, equip, and provide trained forces for joint operations in situations that involve insurgency.
- (2) Participate with the other Services in joint operations, training, and exercises involving insurgent or counterinsurgent activity.
- (3) Conduct research and development activities in support of counterinsurgency operations within its area of Service responsibility.
- (4) Conduct military intelligence operations to provide intelligence on foreign military and paramilitary forces.
- (5) Maintain language-trained and area-oriented forces, as necessary for employment in training or for providing operational assistance to indigenous forces as directed.
- (6) Train selected personnel for an advisory role in FID situations.
- (7) Train selected foreign personnel for a direct role in combatting insurgencies.

b. FID Responsibilities of the Army. The US Army will:

- (1) Develop doctrine, tactics, techniques, procedures, and equipment to be employed by indigenous counter-insurgency forces in combat operations on land, and train such forces with the assistance of the other Services.
- (2) Develop, in coordination with the other Services, the doctrine, tactics, procedures, techniques, and equipment employed by Army and Marine Corps forces in counterinsurgency operations. The Army will have primary interest in the development of counter-insurgency doctrine, procedures, tactics, techniques, and equipment employed by the Army and Marine Corps. However, the Marine Corps will have primary interest in related doctrine, tactics, procedures, techniques, and equipment employed primarily by landing forces in

amphibious operations for counterinsurgency purposes.

(3) Act as the JCS Executive Agent for civil affairs planning.

c. FID Responsibilities of the Navy. The US Navy will develop, in coordination with the other Services, the doctrine, tactics, procedures, techniques, and equipment employed by Navy forces in counterinsurgency operations.

d. FID Responsibilities of the Marine Corps. The Marine Corps will:

(1) Develop, in coordination with the other Services, counterinsurgency doctrine, tactics, procedures, techniques, and equipment employed primarily by landing forces in amphibious operations.

(2) Participate with the Army in the joint development of the doctrine, tactics, procedures, techniques, and equipment employed by Army and Marine Corps forces in counterinsurgency operations.

(3) Participate with the other Services in the joint development of doctrine, tactics, procedures, techniques, and equipment employed by naval and air forces in the conduct for counterinsurgency operations.

e. FID Responsibilities of the Air Force. The US Air Force will develop, in coordination with the other Services, the doctrine, tactics, procedures, techniques, and equipment employed by Air Force forces in counterinsurgency operations.

SECTION VI, PSYCHOLOGICAL OPERATIONS

4-48. Purpose. This section sets forth basic doctrine and responsibilities for psychological operations (PSYOP) in joint and combined operations.

4-49. Scope. The doctrine and responsibilities set forth in this section are established to guide the conduct of military PSYOP at the joint and combined levels. PSYOP are an important dimension of overall military operations and may be utilized by commanders to influence the attitudes and behavior of foreign groups in a manner favorable to the achievement of US national objectives.

4-50. Basic Doctrine

a. Function. Psychological operations convey information and use military activities to influence foreign groups. PSYOP intent is to induce foreign attitudes and behavior favorable to US objectives.

b. Context

(1) Political, ideological, and economic differences within and among foreign countries may affect US interests or directly involve the United States. In some of these situations, the threat or use of military force may be considered advantageous or necessary by antagonists to keep, gain, or resist dominance.

(2) To resolve politico-military conflicts peacefully, the parties involved must consider the threat or use of force against one another as neither necessary nor advantageous, and each party must perceive that the other parties will not resort to force. Until that point, military capabilities are used to reassure friends and threaten adversaries in order to deter the initiation of hostile actions. Simultaneously, military preparations are made for possible hostile actions. These aim generally at creating optimum conditions for friendly forces to prevail.

(3) US national policies and strategies to resolve conflicts, deter hostile action, and attain objectives in crises or open hostilities are designed to influence foreign groups and leaders so that their behaviors and actions will promote attainment of US national goals. Perception management is that aspect of national strategy that deals with the combined psychological effects of diplomatic, political, economic, ideological, and military activities that could be executed. PSYOP is one of the forms of activity used in perception management.

(4) Theater-level strategies are designed to strengthen US and allied capabilities to conduct military operations in the theater and accomplish particular missions during crises and open hostilities. Along with other military operations, PSYOP may be used independently or as an integral part of other operations on a theaterwide basis to support operational mission accomplishment.

(5) Tactical strategies outline how military force will be employed against opposing forces to attain tactical objectives. PSYOP is conducted as an integral part of combined, joint, and single-service operations.

(6) Peacetime US military PSYOP requires US Government interagency coordination and integration at the national level to be fully effective.

(7) When US Armed Forces are integrated into multinational alliance or combined command structure peacetime psyop policies and wartime conduct should be coordinated and integrated to the maximum extent possible for the attainment of US and alliance security objectives.

c. PSYOP Objective. The basic PSYOP objective is to promote within a selected foreign nation or group perceptions and behavior that support US objectives.

d. PSYOP Campaign. A PSYOP campaign is a series of sequential actions and operations designed to achieve desired behavior of selected foreign groups. A PSYOP campaign may involve the projection of one or more themes to a variety of foreign groups.

e. PSYOP Theme. A PSYOP theme is a subject, topic, or line of persuasion used to elicit desired foreign perceptions in order to achieve US psychological objectives. PSYOP themes are designed with respect to the foreign groups' cultural and psychological characteristics. Themes should be credible to foreign groups and must be coordinated with all relevant agencies to ensure consistency and support for US national objectives and policy.

f. PSYOP Actions. PSYOP actions involve the systematic conveyance of selected and pretested messages to targeted foreign groups. Messages can be conveyed by observable events or through sources of information.

g. PSYOP Planning

(1) PSYOP planning has three basic stages: assessing the situation to conceive uses of PSYOP, preparing and staffing PSYOP plans, and supervising the execution of approved PSYOP plans.

(2) An assessment to conceive uses of PSYOP may be done as part of the commander's estimate or as an independent planning action. Foreign groups that can affect achievement of US objectives or a commander's missions are identified. Their attitudes and behaviors are evaluated and desired behaviors determined. Their susceptibilities to influence by US PSYOP actions and US capabilities to execute the actions are assessed. Feasible PSYOP courses of action are presented to appropriate decisionmakers.

(3) Preparing PSYOP plans requires a thorough evaluation of the psychological profiles of foreign groups and of sources of information that can influence foreign groups. Themes and messages must be designed, and the means of conveying messages selected, to ensure that these themes and messages will be received and perceived by target groups as and when desired. The pattern and sequence of PSYOP actions should create a mutually reinforcing series of messages that verify one another and lead to target acceptance of PSYOP themes.

(4) Supervising the execution of PSYOP plans requires follow-up to ensure that PSYOP actions are presented on a timely bases, evaluating actions as they are executed, and assessing overall results.

h. Intelligence. PSYOP require several types of intelligence support. Basic intelligence and country studies are needed on foreign cultures and particular target groups. Production should be planned and managed as a unified effort. Estimates are needed to support preparing PSYOP plans. Commander's intelligence staffs should provide these estimates. Current intelligence on foreign group attitudes and behavior is needed to support the execution of PSYOP. Collection of PSYOP-related intelligence should be unified and should exploit all available sources and techniques.

4-51. Responsibilities

a. The Under Secretary of Defense for Policy or his Designee, the Deputy Under Secretary of Defense for Policy. The USD(P) or DUSD(P):

(1) Acts as principal adviser to the Secretary of Defense on PSYOP matters.

(2) Develops PSYOP policy for the Department of Defense.

(3) Coordinates PSYOP policies, plans, and programs with the NSC and other US Government agencies.

(4) Evaluates the effectiveness of DOD PSYOP programs.

(5) Reviews and approves all PSYOP programs to be conducted during peacetime or in contingencies short of declared war.

b. The Assistant Secretaries of Defense (International Security Affairs and International Security Policy). In coordination with the Under Secretary of Defense for Policy, the ASD(ISA) and ASD(ISP), provide assistance and advice to the Joint Chiefs of Staff in the development of specific PSYOP programs affecting their areas of responsibility.

c. The General Counsel, Department of Defense. The General Counsel, DOD, reviews all proposed PSYOP programs to be conducted in peacetime or during contingencies short of declared war.

d. Chairman, Joint Chiefs of Staff. The responsibilities of the Chairman are to:

(1) Advise the Secretary of Defense on the use of military PSYOP to achieve national, strategic, and theater military objectives.

(2) Prepare strategic plans and issue policy for the use of military PSYOP in peacetime or crises and support the overall conduct of war.

(3) Review the PSYOP plans and programs of CINCs to determine whether they are adequate and feasible.

(4) Prepare integrated logistic and mobilization guidance for PSYOP capabilities.

(5) Coordinate and direct the preparation of combined PSYOP plans.

(6) Establish joint doctrine for PSYOP.

(7) Provide an integrated statement of joint PSYOP training requirements and ensure that these requirements are appropriately addressed.

(8) Provide a unified, prioritized list of PSYOP intelligence requirements to meet the needs of the Joint Chiefs of Staff, CINCs, and Service component commanders.

(9) Coordinate US participation in allied military PSYOP training programs.

(10) Provide a joint, prioritized statement of military requirements for PSYOP capabilities to meet the needs of CINCs, the Chiefs of the Services, the Joint Chiefs of Staff, and the NCA. This statement of requirements will provide guidance for use by the Military Departments in the preparation of their plans.

e. Military Departments and Services. The Military Departments and Services will:

(1) Provide civilian and military personnel with appropriate PSYOP planning skills.

(2) Provide capabilities organic to Service forces to execute PSYOP actions and, as appropriate, dedicated PSYOP forces and equipment.

(3) Provide PSYOP forces or detachments to CINCs for service in foreign countries.

(4) Provide departmental intelligence to support planning and conduct of PSYOP.

(5) Provide departmental intelligence and counter-intelligence assets, trained, equipped and organized to support planning and conducting wartime PSYOP.

(6) Train and educate departmental personnel to counter and neutralize effects of hostile foreign PSYOP.

f. The Chief of Staff, US Army. The responsibilities of the Chief of Staff, US Army, are to:

(1) Act as JCS Executive Agent for the conduct of joint PSYOP training.

(2) Develop tactical PSYOP doctrine for primary functions assigned to the Army, coordinating as appropriate with the other Services.

g. The Chief of Naval Operations develops tactical PSYOP doctrine for primary functions assigned to the Navy, coordinating as appropriate with the other Services.

h. The Chief of Staff, US Air Force, develops PSYOP doctrine for primary functions assigned the Air Force, coordinating as appropriate with the other Services.

i. The Commandant, US Marine Corps, develops PSYOP doctrine for primary functions assigned the Marine Corps, coordinating as appropriate with the other Services.

j. The Commanders of the Unified Commands. Responsibilities are to:

(1) Establish liaison with authorities required to coordinate PSYOP, particularly in peacetime.

(2) Designate specific staff responsibility for maintaining a PSYOP planning element, coordinating PSYOP actions, and ensuring that regional operations plans support national psychological objectives.

(3) Develop intelligence requirements necessary to perform PSYOP analysis, planning, and execution.

(4) Plan, support, and conduct in peacetime and in hostilities short of declared war overt PSYOP in support of US regional objectives, policies, interests, and theater military missions, in coordination with the Chiefs of US diplomatic missions.

(5) Prepare PSYOP campaign and operations plans, and conduct theater PSYOP, to support the execution of operations on a theaterwide basis during declared war.

(6) Foster cooperative PSYOP policies among allied military forces and regional security organizations.

(7) Provide for employment of Reserve component PSYOP assets in planning, developing concepts, and participating in joint training exercises and contingency operations.

(8) Ensure advance contingency planning for use of non-DOD informational and related capabilities in DOD PSYOP.

k. The Commanders of the Specified Commands.
 Commanders of specified commands have the responsibility to:

(1) Plan and conduct, in peacetime and in hostilities short of declared war, overt PSYOP as approved by the chiefs of US diplomatic missions that support US regional objectives, policies, interests, and theater military missions, in support of commanders of unified commands.

(2) Execute PSYOP actions as authorized or directed.

1. Joint Task Force Commanders. JTF commanders will:

(1) Coordinate all JTF PSYOP efforts with appropriate US and indigenous authorities in the area of operation, as appropriate.

(2) Incorporate PSYOP in JTF operational plans.

(3) Maintain up-to-date PSYOP estimates for designated areas of operations.

(4) Monitor and review component PSYOP plans, including coordination of the development of appropriate PSYOP force capability.

(5) Establish and monitor a PSYOP reporting system.

m. The Director, Defense Intelligence Agency.
 Director, DIA:

(1) Establishes and manages a plan to respond to PSYOP intelligence requirements.

(2) Assists in preparation of PSYOP intelligence estimates and appraisals of foreign groups designated by USD(P), the Joint Chiefs of Staff, Military Departments and Services, and CINCs to support the planning and conduct of PSYOP programs.

(3) Provides PSYOP training opportunities for intelligence analysts to ensure a capability to respond to PSYOP intelligence requirements in support of PSYOP programs.

n. The Director, National Security Agency/Chief, Central Security Service, provides intelligence information to satisfy intelligence collection requirements.

SECTION VII, SPECIAL OPERATIONS

4-52. Purpose. This section provides a basic understanding of the principles and doctrine covering the conduct of special operations (SO). Detailed guidance is contained in JCS Pub 20, "Joint Special Operations Policy, Concepts and Procedures," and JSCP, Annex E (Special Operations).

4-53. General

a. Special Operations are operations conducted by specially trained, equipped, and organized DOD forces against strategic or tactical targets in pursuit of national military, political, economic, or psychological objectives. These operations may be conducted during periods of peace or hostilities. They may support conventional operations, or they may be prosecuted independently when the use of conventional forces is either inappropriate or infeasible. (JCS Pub 1)

b. SO may include unconventional warfare, counterterrorism, collective security (including foreign internal defense), psychological operations, deception, direct action missions, and intelligence (strategic and tactical) collection and reporting and, when directed by the NCA, special activities. Special activities (covert operations) are subject to the restrictions outlined in Executive Order 12333.

c. Special operations forces (SOF) provide a versatile military capability to defend vital US national interests and must be capable of conducting missions in pursuit of national military, political, economic, or psychological objectives. They are an integral part of the total defense posture of the United States and are a strategic instrument of national policy. Therefore, the United States must maintain the capability to conduct SO at all levels of conflict in all regions of the world when the use of conventional forces would be undesirable or infeasible, or when SO would substantially enhance other military operations. SO can provide substantial leverage at a reasonable expenditure of resources and effort.

4-54. Joint Command and Control. Unified, specified, and joint task force commanders, including JCS-established joint task forces, exercise operational command or operational control of special operations forces as prescribed in JCS Pub 20, "Joint Special Operations Policy, Concepts, and Procedures," and this publication. Commanders must establish command and control arrangements that satisfy SOF security requirements and overcome problems created by dispersion of operational elements.

SECTION VIII, MILITARY SUPPORT OF DOMESTIC EMERGENCIES

4-55. References

- a. DOD Directive 3025.1, "Use of Military Resources During Peacetime Civil Emergencies Within the United States, Its Territories, and Possessions."
- b. DOD Directive 3025.10, "Military Support of Civil Defense."
- c. DOD Directive 3025.12, "Employment of Military Resources in the Event of Civil Disturbances."
- d. DOD Directive 3020.26, "Continuity of Operations Policies and Planning."
- e. DOD Directive 5200.8, "Security of Military Installations and Resources."
- f. DOD Directive 5160.54, "Industrial Facilities Protection Program - DOD Key Facilities List."
- g. DOD Directive 5030.45, "DOD Representation on Federal Emergency Management Agency (FEMA) Regional Preparedness Committees and Regional Field Boards."
- h. DOD Directive 1215.6, "Uniform Training/Pay Categories Within the Reserve Components."
- i. SM-102-83, 15 February 1983, "Basic Planning Directive for Land Defense of Continental United States and Military Support of Civil Defense."

4-56. Definitions

- a. Domestic Emergency. Domestic emergencies are those that affect the public welfare and occur within the 50 states, District of Columbia, Commonwealth of Puerto Rico, US possessions and territories, or any political subdivision thereof, as a result of enemy attack,

insurrection, civil disturbance, earthquakes, fire, flood, or other public disasters or equivalent emergencies that endanger life and property or disrupt the usual processes of government. The term "domestic emergency" includes any or all of the following emergency conditions defined below:

(1) Civil Defense Emergency. A civil defense emergency is a domestic emergency or disaster situation resulting from devastation created by an enemy attack and requiring emergency operations during and following that attack. It may be proclaimed by appropriate authority in anticipation of an attack.

(2) Civil Disturbances. Civil disturbances are riots, acts of violence, insurrections, unlawful obstructions or assemblages, or other disorders, prejudicial to public law and order. The term "civil disturbance" includes all domestic conditions requiring or likely to require the use of Federal Armed Forces pursuant to the provisions of Chapter 15 of Title 10, United States Code (10 USC).

(3) Major Disaster. A major disaster is any flood, fire, hurricane, tornado, earthquake, or other catastrophe which, in the determination of the President, is or threatens to be of sufficient severity and magnitude to warrant disaster assistance by the Federal Government under Public Law 606, 91st Congress (42 USC 58) to supplement the efforts and available resources of State and local governments in alleviating the damage, hardship, or suffering caused thereby.

(4) Natural Disaster. Natural disasters are all domestic emergencies except those created as a result of enemy attack or civil disturbances. (JCS Pub 1)

b. Civil Defense. All those activities and measures designed or undertaken to (1) minimize the effects upon the civilian population caused by or which would be caused by an enemy attack upon the United States; (2) deal with the immediate emergency conditions which would be created by any such attack; and (3) effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack. (JCS Pub 1)

4-57. Purpose. This section provides basic policies governing military support for domestic emergency operations and responsibilities of the Military Departments, the Joint Chiefs of Staff, the Services, and the commanders of unified commands concerned.

4-58. Authority

a. DOD policies, general guidance, and assignment of responsibilities for military support of domestic emergencies in the United States, the District of Columbia, and territories and possessions of the United States are set forth in the references.

b. Policies and procedures governing employment of military forces in support of civil authorities differ, depending on whether the domestic emergency is a civil disturbance or some other type of domestic emergency.

4-59. Domestic Emergencies Other Than Civil Disturbances

a. Policy

(1) Policy concerning domestic emergencies (except civil disturbances) in the continental United States and the State of Alaska (without the establishment of JTF Alaska) is as follows:

(a) Military assistance to civil authorities in domestic emergencies will be rendered by the Military Departments when such assistance is requested or directed in accordance with the Public Laws and Executive Orders cited in DOD Directives 3025.1 and 3025.10. Such assistance will not be undertaken without such authority, unless:

1. The overruling demands of humanity compel immediate action to prevent starvation, extreme suffering, and property loss; or
2. Local resources available to state and municipal authorities are clearly inadequate to cope with the situation.

(b) The Military Departments will be prepared to furnish assistance to civil authorities for a limited period in domestic emergencies, utilizing resources not required in the execution of their essential military missions

and, in the case of a civil defense emergency, resources not required in self-survival operations.

(c) The Military Departments will be prepared to maintain or support the reestablishment of law and order and protection of life and property in the event civil control or leadership is destroyed or overwhelmed. This military control will be withdrawn when civil control is reestablished.

(d) Military support to civil authorities in civil defense operations is an emergency task within the mission of all Federal active duty and reserve units of the Military Services.

(e) Military assistance is complementary to, but not a substitute for, civilian participation in civil defense.

(f) Coordination will be effected with appropriate civilian authorities and organizations who have responsibility for civil defense and other domestic emergencies, to ensure maximum military-civilian cooperation and understanding during emergencies. This includes coordination of military installation survival measures plans with local civil defense plans, as appropriate.

(g) The Department of the Army has the primary responsibility for coordinating both the planning for and the rendering of military assistance to civil authorities during peacetime domestic emergencies. The Departments of the Navy and the Air Force will be responsible for rendering such assistance to the Department of the Army as is consistent with the requirements of their primary missions. When directed by the Secretary of Defense, the executive agent function assigned to the Secretary of the Army for natural disasters and civil disturbances will be suspended or terminated in accordance with procedures established by the Secretary of Defense for enemy attack situations. In such a case, responsibility for these functions will be transferred to commanders in the operational chain of command, as designated by the Secretary of Defense or the Chairman, Joint Chiefs of Staff.

(h) The responsibility for providing initial assistance to civil authorities in domestic emergencies is that of the Military Service having available resources nearest the afflicted area. The commander providing initial assistance during a natural disaster may be relieved, or his force augmented by other military commanders within the affected area to the extent required, by mutual agreement between the senior Service commanders concerned. In military support of civil defense operations, employment of multi-Service forces engaged in the same operational area will be in accordance with procedures jointly established in area military support of civil defense plans.

(i) A military commander, in making resources available to civil authorities, is subject to no authority other than that of superiors in the military chain of command.

(j) In the event of a nuclear attack upon the United States, military forces will have a priority commitment initially to mount offensive and defensive actions and to assist civil authorities in assessing damage and danger areas within the continental limits of the United States. It is possible that extensive damage will require evaluation of the priorities to be assigned to civil support as opposed to military requirements for planned combat and combat support operations.

(k) For Alaska, the single point of contact on military matters (currently the Commander, Alaskan Air Command) will develop and coordinate plans required for domestic emergencies.

(2) Policy for domestic emergencies (except civil disturbances) in the States of Alaska and Hawaii and territories and possessions of the United States is as follows:

(a) The general policy guidance above also applies to the States of Alaska and Hawaii and territories and possessions of the United States, except that the commander of the unified command or JTF Alaska, upon activation, will control and coordinate military support. Area responsibility for emergency military support of domestic emergencies is as follows:

<u>Command</u>	<u>State, Territory, or Possession</u>
JTF	Alaska (upon activation) Alaska
USSOUTHCOM	Panama Canal Area
USLANTCOM	Puerto Rico and the Virgin Islands
USPACOM	American Samoa, Guam, Trust Territory of the Pacific Islands, and Hawaii

(b) Local military representation to civil defense authorities will be provided by the commander of the unified command, or JTF Alaska (upon activation) to ensure necessary coordination and encourage the continued development of adequate preventive measures and plans, and to reduce to the minimum the necessity for US military support.

b. Responsibilities

(1) The Chairman, Joint Chiefs of Staff, will:

(a) Provide recommendations to the Secretary of Defense with respect to the planning for, and use of, military resources in domestic emergency operations and on allocating Active and Reserve units for civil defense tasks.

(b) Provide guidance to the Services as a basis for their determination of the amount and kind of military support to be utilized in domestic emergencies.

(c) Review and coordinate plans for Military Service participation in nationwide civil defense exercises.

(d) Furnish to the Secretary of Defense the military requirements of the Department of Defense for military operations and their support, for consideration by the President in authorizing the use of the resources of Federal departments and agencies.

(e) Issue instructions, as directed by the Secretary of Defense, to commanders of unified commands or JTF Alaska (upon activation) which will provide for military support in domestic emergencies within the States of Alaska and Hawaii and the territories and possessions of

the United States (Panama Canal Area, Puerto Rico, Virgin Islands, American Samoa, Guam, and Trust Territory of the Pacific Islands) lying within those commands.

(2) The Department of the Army will:

(a) Have primary responsibility for military support in domestic emergencies within the continental United States when civil authorities are incapable of operating without this support.

(b) Ensure the effective use of resources made available by the Department of the Navy, the Department of the Air Force, and DOD components, as appropriate.

(c) Establish joint measures for, and coordinates and controls through established Service command channels, the employment of military forces and other resources made available by all Military Services and DOD components in providing assistance during domestic emergencies.

(d) Receive and consolidate reports on the employment of resources of all Services and DOD agencies committed to assist civil authorities in natural disaster relief operations. Such reports will be submitted in accordance with DOD Directive 3025.1.

(e) Identify all Department of the Army forces in each Army area on a priority of probable availability for support of civil defense plans in accordance with DOD Directive 3025.10 and determines the specific availability of forces after a nuclear attack.

(f) Ensure the readiness of Active and Reserve elements of the Army to execute plans for support of civil authorities in a civil defense emergency.

(g) Establish a state-level system wherein the State Adjutant General is responsible for the preattack planning and emergency operations of such forces of all Services as may be available within the state for civil defense support purposes.

(h) Coordinate military defense plans with civil defense plans and provides such military information, consistent with requirements for military security, as Federal, state, and local agencies may require in developing their plans.

(i) Provides explosive ordnance disposal services, including technical training and planning assistance to civil authorities in the development and operation of the explosive ordnance disposal program.

(3) The Department of the Navy will:

(a) Coordinate with and assist the Department of the Army in planning and furnishing support to civil authorities in domestic emergency operations as jointly deemed necessary.

(b) Report to each of the CONUS Army commanders and the single point of contact on military matters with the State of Alaska all Department of the Navy forces in the Army area on a priority of probable availability basis in accordance with DOD Directive 3025.10, and determines specific availability of forces for military support of civil defense following a nuclear attack.

(c) Designate commands to assist in preattack planning for military support of civil defense and to provide for control of Department of the Navy forces made available for emergency support of civil defense operations.

(d) Ensure readiness of Active and Reserve elements of the Navy and Marine Corps to execute plans for emergency civil defense support operations.

(e) Furnish assistance to the Department of the Air Force, to the extent that conditions and available resources permit, in executing postattack aerial reconnaissance within the United States (excluding Alaska and Hawaii) for nuclear damage assessment purposes.

(f) Maintain liaison and coordinate planning with the US Coast Guard regarding the participation of Coast Guard forces in civil defense and other domestic emergency operations.

(g) Provide explosive ordnance disposal service underwater for coastal areas to and including the high water mark, enclosed bodies of water and rivers or canals at all Navy and Marine Corps installations, and for disposal of explosive ordnance or nuclear materials aboard naval ships and aircraft.

(4) The Department of the Air Force will:

(a) Coordinate with and assist the Department of the Army in planning and supporting civil authorities in domestic emergency operations as jointly deemed necessary.

(b) Coordinate the activities of the Civil Air Patrol in natural-disaster relief operations and furnish appropriate assistance to the Civil Air Patrol engaged in emergency civil defense missions.

(c) Report to each of the CONUS Army commanders and the single point of contact on military matters with the State of Alaska all Department of the Air Force forces in the Army area on a priority of probable-availability basis for emergency support of civil defense operations in accordance with DOD Directive 3025.10, and determine the specific availability of forces for military support of civil defense following a nuclear attack.

(d) Designate commands to assist in preattack planning for military support of civil defense and to provide for control of Department of the Air Force forces made available for emergency support of civil defense operations.

(e) Ensure readiness of Active and Reserve elements of the Air Force to execute plans for emergency civil defense support operations.

(f) Conduct postattack aerial photoreconnaissance missions for damage assessment purposes, and make information derived from them available to civil defense authorities as expeditiously as possible in accordance with standing arrangements and procedures.

(g) Provide explosive ordnance disposal service on Air Force installations and dispose of explosive ordnance or nuclear materials in the physical possession of the Air Force at the time of any incidents or accidents.

(5) Commanders of Unified Commands. Within the States of Alaska and Hawaii and territories and possessions of the United States, the commanders of unified commands and JTF Alaska (upon activation) will:

(a) Control and coordinate military support of domestic emergency operations.

(b) Report actual participation in domestic emergency situations to the Chairman, Joint Chiefs of Staff, in accordance with applicable reporting instructions.

(c) Utilize the Adjutants General of Alaska, Hawaii, and Puerto Rico to plan for, and conduct operations in support of, civil defense. Also, provide the Adjutants General of Alaska, Hawaii, and Puerto Rico with listings of military forces located within their areas on a priority of probable availability basis for emergency support of civil defense operations in accordance with DOD Directive 3025.10; and determine other specific availability of forces for support of civil defense following a nuclear attack.

c. Planning and Training

(1) For domestic emergency operations in the continental United States:

(a) General. Each of the Services will develop plans or procedures and train personnel at all appropriate echelons of command for the emergency employment of their resources in domestic emergencies.

(b) Civil Defense

1. A Military Support of Civil Defense Annex will be included in the Basic Plan for Defense, other than Aerospace Defense of the Continental United States and Military

Participation in Civil Defense, and in area supporting plans. Military support of civil defense will be provided by the Military Departments and DOD agencies in accordance with DOD Directive 3025.10. This directive sets forth policies, assigns responsibilities, and provides guidance for military support of civil defense involving a nuclear attack or a condition that might precede a nuclear attack on the United States. USCINCREC is responsible for military support for civil defense in CONUS and will establish planning and coordination with FEMA National Headquarters. USCINCREC will also establish planning and coordination with Director of Military Support, Department of the Army, for the orderly transfer of natural disaster and civil disturbance executive agency functions. USCINCPAC, USCINCLANT, and the Commander, Alaskan Air Command (JTF Alaska when activated), have military support for civil defense responsibility for their respective areas and will establish military support for civil defense planning and execution coordination with the appropriate FEMA region.

2. All military forces should be trained in the basic functions of civil defense operations. Planning for military support of civil defense will be directed toward the most dangerous contingency, which is a nuclear attack with minimum warning under conditions favorable to the attacker. Those forces which could be temporarily furnished to assist civil authorities in a civil defense emergency will be clearly designated in area support plans. Priorities of probable availability of forces will be reflected in appropriate plans for military support of civil defense. The degree of readiness to be maintained among such forces will be commensurate with the priority of their probable availability. These plans will include provision for the withdrawal by the military commanders concerned, in coordination with the appropriate CONUS Army commander whenever practicable, of military forces engaged in emergency support of civil

defense operations if such forces must be employed in the defense of the United States and the conduct of military operations incident thereto, or when they are no longer required for civil defense missions.

3. When directed, USCINCRD, as the agent with the primary responsibility for military support of civil defense within the CONUS, will establish joint measures for, and coordinate and control through established command channels, the employment of Active and Reserve forces and resources made available by all Military Services in providing assistance to civil defense. When directed by the Secretary of Defense, the executive agent for civil disturbances functions assigned to the Secretary of the Army will be suspended or terminated in accordance with procedures established by the Secretary of Defense for enemy attack situations. In such a case, responsibility for these functions will be transferred to commanders in the operational chain of command or as designated by the Secretary of Defense.

4. All Services will provide logistic support for their military forces committed to military support of civil defense, as practicable.

(2) For civil defense and domestic emergency operations in the States of Alaska and Hawaii, the Commonwealth of Puerto Rico, and territories and possessions of the United States, plans for military support in civil defense and other domestic emergencies will be prepared in the form of an annex to basic emergency plans. The planning and training guidance listed above is generally applicable.

4-60. Civil Disturbances

a. Policy. Employment of DOD military resources to assist civil authorities in controlling civil disturbances will normally be on the basis of a Presidential directive authorizing and directing the Secretary of Defense to restore law and order in a specific state or locality. Exceptions will be limited to the following:

(1) Cases of sudden and unexpected civil disturbances or other emergencies endangering life or Federal property or disrupting the normal processes of government, which require that immediate military action be taken to protect life or Federal property or to prevent the disruption of Federal activities.

(2) Providing military resources to civil authorities under the conditions prescribed by DOD Directive 3025.12.

b. Responsibilities

(1) The Secretary of the Army is designated as the Executive Agent for the Department of Defense in all matters pertaining to the planning for, and the deployment of, military resources in the event of civil disturbances.

(2) As DOD Executive Agent, the Secretary of the Army (or the Under Secretary of the Army as his designee):

(a) Provides policy and direction concerning plans, procedures, and requirements to all Military Departments, the Joint Chiefs of Staff, the commanders of unified commands concerned, and all Defense agencies having cognizance over military resources which may be employed in civil disturbance operations under the provisions of DOD Directive 3025.12.

(b) Establishes policies and procedures for calling National Guard units or members to Federal service and for ordering Reserve components to active duty for use in civil disturbance operations as authorized by Presidential Executive Order.

1. Calls to active Federal service Army National Guard and those Air National Guard units and members designated by the Secretary of the Air Force;

2. Orders Army Reserve units to active duty as required.

(c) Provides military resources of the US Army, including the Army National Guard and Army Reserve, consistent with defense priorities.

(d) Exercises, through designated military commanders, the direction of military resources committed or assigned for employment in the event of actual or potential civil disturbances, to include the following:

1. Alerting and pre-positioning ground forces, as required.
2. Directing the Secretary of the Air Force to alert and provide necessary airlift resources.

(e) Advises the Attorney General, as the President's representative, prior to pre-positioning ground forces.

(f) Establishes C3 and reporting procedures to ensure effective coordination.

(g) Establishes procedures for review and coordination of all pertinent plans, directives, and instructions on civil disturbance planning and operations.

(h) Provides essential intelligence data to the National Military Command Center (NMCC) and the Military Service command centers on a timely basis to ensure that the NCA and appropriate Military Service command authorities are adequately informed.

(3) The Chairman, -Joint Chiefs of Staff, will:

(a) Establish procedures to transfer military resources assigned to unified and specified commands to:

1. The Military Departments for civil disturbance operations in CONUS and Alaska, or
2. Unified commands and JTF Alaska (upon activation) for such operations outside CONUS as directed by the DOD Executive Agent and consistent with defense priorities.

(b) Maintain a strategic reserve for worldwide employment and contingency operations.

4-64. Basis of Service Assignment. There are three general groups of weapons and equipment to be considered in the assignment of Service responsibility for their operational testing and evaluation. These three groups are:

- a. Those weapons and equipment employed unilaterally by one Service and that have no effect on the weapons and equipment employed by other Services.
- b. Those weapons and equipment employed unilaterally by one Service, but which, in joint operations, are integrated into or coordinated with the employment of the weapons and equipment of one or more of the other Services.
- c. Those weapons and equipment developed and procured by one Service and employed by two or more Services.

4-65. Responsibility for Deployment for Single-Service Use. In the case of weapons and equipment of interest to one Service only, that Service will be responsible for all phases of their development, including operational testing and evaluation.

4-66. Responsibility for Testing for Single-Service Use and Joint Operations Use. In the case of those weapons and equipment employed unilaterally by one Service, but which in joint operations require integration into or coordination with the weapons and equipment employed by other Services concerned, the responsibility for the operational testing and evaluation of the particular weapons or equipment individually is as the same as for weapons of interest to only one Service. The operational testing and evaluation of the integrated or coordinated units composed of weapons and equipment of two or more Services are the responsibility of the Services having primary responsibility for the development of doctrine and procedures for the particular field, type, or phases of joint operation in which these units are to be employed. The coordination required for the integration or coordination of weapons and equipment of two or more Services will be accomplished through the procedures provided for under the establishment of facilities described in succeeding paragraphs of this section.

4-67. Responsibility for Testing for Multi-Service Use. In the case of those weapons and equipment developed and procured by one Service but employed unilaterally by other Services, each Service employing the weapons or equipment is responsible for their operational testing and evaluation to determine their suitability for the particular field or type

of operation in which that Service employs the weapons and equipment. When practicable, the testing requirements of all interested Services should be coordinated and combined into tests conducted by the Service developing and procuring the particular weapons and equipment as prescribed below.

4-68. Coordination of Tests. The coordination required for the operational testing and evaluation of weapons and equipment will be accomplished by Service representation at testing installations as follows:

a. **Staffing Test Installation.** The test installation will be staffed principally by the Services having primary responsibility, with adequate representation from the other Services, both at the staff level and in the lower working levels.

b. **Number and Duration of Assignment.** Decisions as to number and duration of assignment of Service representatives to these facilities will rest with the individual Service and, in general, will be dependent on the continuing nature and scope of the work and on the degree of interest involved. The Service which has materiel development responsibility shall give timely notice to the other Services regarding boards, committees, or panels considering weapons, items of equipment, or mockup of interest to these Services.

4-69. Reports of Operational Tests and Evaluation. Evaluation reports of the results of operational tests and evaluations of weapons and equipment or assemblies of related equipment should indicate their operational suitability and effectiveness with respect to the stated requirements of all interested Services. Copies of these reports will be furnished to all interested Services.

4-70. Establishing of Testing Facilities. The Service assigned primary responsibility for a particular field, type, or phase of operations will also be responsible for establishing facilities for the purpose of conducting the operational testing and evaluation of the weapons and equipment involved. In this respect, the Service with the primary responsibility should request the use of appropriate testing installations of the other Services when necessary or desirable. All reporting shall be conducted and coordinated in accordance with DOD Directive 5000.3, Test and Evaluation.

4-71. Financial Support for Testing. Budgetary and financial support by the Services will be in accordance with

(c) Ensure that directives are issued to commanders of unified commands and JTF Alaska (upon activation) for employment of military resources outside CONUS in civil disturbance operations in accordance with direction and guidance of the DOD Executive Agent.

(4) The Secretary of the Navy will:

(a) Designate and provide military resources of the Navy and Marine Corps as required by the DOD Executive Agent and consistent with defense priorities, to include ordering to active duty and using the resources of the Naval Reserve and Marine Corps Reserve, if required.

(b) Make airlift resources available to the Secretary of the Air Force, consistent with defense priorities, as requested by him in the accomplishment of his airlift responsibilities.

(5) The Secretary of the Air Force will:

(a) Provide military resources of the Air Force as required by the DOD Executive Agent and consistent with defense priorities, to include the following:

1. Designating and providing specific units or members of the Air National Guard to be called to active Federal service.

2. Designating, ordering to active Federal duty, and providing units of the Air Force Reserve (other than Air National Guard).

(b) Provide airlift to deploy and redeploy civil disturbance forces, and for supply, resupply, and aeromedical evacuation; and provide air reconnaissance and air weather support, as required.

(c) Exercise for the DOD Executive Agent, through designated military commanders, coordinating authority over and direction of DOD-provided military and commercial airlift resources used to fulfill civil disturbance airlift requirements.

(6) Commanders of unified commands outside of CONUS will:

(a) Organize, train, support, and maintain in readiness forces for civil disturbance operations within assigned areas of responsibility, in accordance with DOD Directive 3025.12, and consistent with defense priorities.

(b) Plan for and conduct civil disturbance operations within assigned area of responsibility.

(c) Request by dual communications to the Chairman, Joint Chiefs of Staff, and the DOD Executive Agent forces required in excess of those available within their commands.

SECTION IX, OPERATIONAL TESTING AND EVALUATION

4-61. Purpose. The National Security Act of 1947, as amended, assigned to the Secretary of Defense broad responsibility for coordinating, guiding, and integrating the efforts of the Military Departments in seeking, through research and development, the best possible weapons and supporting systems. This section establishes the principles governing the assignment of Service responsibility for operational testing and evaluation of weapons and equipment, or assemblies of related equipment, that are common to two or more Services or are employed in joint operations. All aspects of operational test and evaluation will be conducted in accordance with the specific guidance in DOD Directive 5000.3, Test and Evaluation.

4-62. Discussion. As used in this section, the term "operational testing and evaluation" refers to the procedure whereby weapons, items of equipment, or assemblies of related equipment are tested under operational or Service conditions to determine their operational or Service suitability and effectiveness for the particular type of operation for which they are to be employed.

4-63. Basic Principle. The basic principle governing the Service responsibility for operational testing and evaluation stems from the responsibility of each Service for the procurement of weapons, equipment, and supplies essential to the fulfillment of that Service's assigned functions.

agreements among the Services concerned or as directed by the Secretary of Defense.

SECTION X, WEAPON SYSTEMS INTEGRATION

4-72. Procedures

a. Unless otherwise directed, each Service will conduct research; develop tactics, techniques, and organizations; and develop and procure weapons, equipment, and supplies essential to the fulfillment of the functions assigned to that Service.

b. In carrying out its assigned research and development function, each Service will consider the plans and objectives of the commanders of the unified commands as approved by the Joint Chiefs of Staff. To enhance the capabilities of the Service components assigned to a CINC to operate as unified forces, interoperability, compatibility, and standardization will be a high priority consideration in the research, development, testing, evaluation, and procurement process.

c. Within a unified command, matters that are the responsibility of a specific Service are normally handled by the appropriate Service component commander who deals directly with the Service Chief. On such matters that may affect the unified command, the Service component commander will inform the commander of the unified command. The commander of the unified command is authorized to communicate directly with the Chiefs of the Services as appropriate, on single-Service matters.

d. When responsibility for a particular weapon system or its component parts does not clearly fall exclusively within the functional area of a particular Service, the commander of a unified command, after consultation with the Service component commanders, will provide statements of qualitative and quantitative requirements to the Chairman, Joint Chiefs of Staff. The Chairman may request that the Joint Requirements Oversight Council (JROC), composed of the Vice Chiefs of the Services and the Director, Joint Staff, review the requirements for determination of a joint Service requirement. The JROC may recommend establishment of a joint program to satisfy those requirements. The Chairman will forward recommendations for fulfilling these requirements to the Secretary of Defense. As

appropriate, their recommendations will include assignment of development and equipment operating responsibilities and determination of the relative importance of the project for development. The agency, normally one of the Services, assigned development responsibility by the Secretary of Defense and the interested commanders should collaborate to achieve the objective.

4-73. Responsibilities of the Commanders of the Unified Commands

- a. To provide statements of qualitative requirements for equipment needed to control assigned or programmed combat forces of more than one Service, except for that control equipment that is integral to a single-Service weapons system. The statement should include sufficient background and justification to permit consideration by the Chairman, Joint Chiefs of Staff, in connection with his role in the integration of weapons systems.
- b. To provide information to the Service or agency to which development responsibility is assigned.
- c. To conduct joint training necessary to achieve effective integration of weapons systems.
- d. To state any qualitative requirements deemed necessary, and to state quantitative requirements at the appropriate time and in accordance with established procedures.
- e. To submit recommendations for resolution of unsatisfactory situations to the Chairman, Joint Chiefs of Staff.

4-74. Responsibilities of the Services

- a. To conduct specifically assigned research and development projects in addition to those inherent to the functions of the particular Service.
- b. To develop techniques of employment for new equipment for which operating responsibility has been assigned.
- c. To plan and execute training.
- d. To provide logistic support.

e. To consider the advice and recommendations of the commanders of unified commands and Services in carrying out the Service-assigned portion of the program. To enhance the capabilities of the Service components assigned to a CINC to operate as joint forces, interoperability, compatibility, and standardization will be given emphasis in the research, development, and procurement phases.

4-75. Role of the Chairman, Joint Chiefs of Staff

a. To consider unsatisfactory situations and recommendations that are referred to him.

b. To provide the Secretary of Defense with advice relating to the following:

(1) The strategic significance of weapon systems.

(2) The overall qualitative requirement for a weapon system, including, as appropriate, related qualitative requirements of the Services and the commanders of the unified commands.

(3) The relative military importance of such qualitative requirements.

(4) The recommended assignment of responsibility for development and operation of equipment to meet new qualitative requirements of the commanders of the unified commands when such projects are not the responsibility of a single Service.

(5) The adequacy, feasibility, and suitability of weapon systems integration plans and programs of the commanders of the unified commands.

4-76. Role of the Joint Requirements Oversight Council (JROC). The JROC plays an active and important role in all joint programs and in appropriate Service programs by defining materiel requirements, selecting programs for development, and providing an early tradeoff between cost and performance.

a. To examine potential joint military requirements.

b. To seek opportunities for joint development and acquisition as follows:

(1) By soliciting recommendations for joint programs from OSD, the Services, CINCs, Defense agencies, and OJCS.

(2) By chartering study groups to identify concept definitions, joint requirements, and joint management issues.

c. To evaluate potential joint acquisition programs.

d. To select potential candidates for joint development and acquisition and recommend those candidates to the Secretaries of the Military Departments.

e. To provide sufficient documentation to the Secretaries of the Military Departments, based on chartered study groups' results, to establish the mission need determination required to initiate the acquisition process for joint programs. Further, such documentation should form the basis for the System Concept Paper submitted for a Milestone I decision review.

f. To provide oversight of management issues and resolve requirements issues during the entire acquisition process of joint programs.

SECTION XI, MAPPING, CHARTING, AND GEODESY

4-77. General

a. Purpose. The purpose of this section is to set forth the broad responsibilities for guidance of the Defense Mapping Agency (DMA), the Military Departments, and the CINCs in fulfilling DOD-wide requirements for mapping, charting, and geodesy (MC&G).

b. Principles Governing Production and Distribution. The DMA is responsible for providing a broad spectrum of MC&G products and services to support operations essential to the national security of the United States. This support includes the production and distribution of MC&G data and products essential for military operations, planning, and training missions and support of other DOD activities. The DMA provides program management and coordination of all DOD MC&G resources and activities in developing an MC&G program responsive to overall requirements and priorities established in support of the Joint Chiefs of Staff.

4-78. Scope

a. MC&G. MC&G includes, in addition to the production of maps and charts, the following activities: (1) geodetic surveys for control, target positioning, and related purposes; gravity, geomagnetic, and hydrographic data; cartographic, photogrammetric, and digital data; (2) satellite geodesy; (3) geographic name indexing; (4) cartographic phases of area analysis intelligence production; (5) terrain and ocean bottom model production; and (6) evaluation of source material and products.

b. Related Data. Related data include MC&G source materials required for production of: (1) maps, charts, and geodetic and geophysical data; (2) air and sea navigation publications and information services; (3) terrain and ocean bottom models; (4) gazetteers; (5) target materials; (6) graphics for support of special forces activities; (7) materials for support of weapon systems and navigation systems; (8) digitized terrain and feature data; (9) air weather charts; and (10) geodetic and geophysical models and data for weapon systems; and (11) LANDSAT data and imagery.

4-79. Responsibilities of the Chairman, Joint Chiefs of Staff

a. To advise the Secretary of Defense on MC&G requirements and priorities.

b. To provide guidance to DMA and the unified and specified commands to serve as the basis for inter-relationships between these organizations.

c. To obtain advice and recommendations from the Director, DMA, on matters within his area of responsibility.

4-80. Responsibilities of the Defense Mapping Agency

a. To organize, direct, and manage the DMA and all resources assigned to DMA.

b. To serve as Program Manager and Coordinator of all DOD MC&G resources and activities. This includes review of the execution of all DOD plans, programs, and policies for MC&G activities not assigned to DMA.

- c. To provide staff advice and assistance on MC&G matters to the Secretary of Defense, the Military Departments, the Joint Chiefs of Staff, other DOD components, and other government agencies, as appropriate.
- d. To develop an MC&G program for review by the Joint Chiefs of Staff and approval by the Secretary of Defense, using established Planning, Programming, and Budgeting System procedures.
- e. In support of the Joint Chiefs of Staff, to review requirements and priorities and to develop a consolidated statement of MC&G requirements and priorities.
- f. To ensure responsive support to the MC&G requirements of the Military Departments and the unified and specified commands.
- g. To establish policies and provide DOD participation in national and international MC&G activities in coordination with the Assistant Secretary of Defense (International Security Affairs), the Secretaries of the Military Departments, and the CINCs; to execute DOD responsibilities under interagency and international MC&G agreements.
- h. To establish DOD MC&G data collection requirements; to collect or task other DOD components to collect and provide necessary data.
- i. To establish DOD MC&G RDT&E requirements in coordination with the Assistant Secretary of Defense (C3I) and the Secretaries of the Military Departments; to task other DOD components or private contractors to accomplish such requirements.
- j. To carry out the statutory responsibilities for providing national charts and marine navigation data for the use of all vessels of the United States and of navigators generally.
- k. To provide distribution of MC&G data and products to the Military Departments and the unified and specified commands.
- l. To operate a school system responsive to the requirements of the Services for training of DOD civilian and military personnel in MC&G skills.

m. To maintain MC&G source data libraries of materials and provide services on such data to all DOD activities.

n. To ensure that the Joint Chiefs of Staff, the Military Departments, and appropriate OSD staff elements are kept fully informed of DMA activities of concern to them.

4-81. Responsibilities of the Military Departments

a. To develop and submit to DMA their MC&G requirements and priorities.

b. To provide support, within their fields of responsibility, to the Director, DMA, as required to carry out the assigned mission of the agency.

c. To assess the responsiveness of DMA to their operational needs.

d. To provide DMA their recommendations on MC&G products and the content of international standardization agreements.

e. To coordinate with the Director, DMA, all MC&G-related programs and activities.

f. To provide members of the DOD MC&G Programs and Requirements Review Group.

g. To identify to DMA those MC&G production capabilities of their departments that are available to satisfy DOD-wide requirements after satisfying departmental command and departmental MC&G requirements, and to conduct those MC&G programs and activities assigned by the DMA to utilize the identified additional capabilities.

4-82. Responsibilities of the Unified and Specified Commands

a. To develop and submit to DMA their MC&G requirements and priorities.

b. To provide support, within their fields of responsibility, to the Director, DMA, as required to carry out the assigned mission of the agency.

c. To assess the responsiveness of the DMA to their operational needs.

- d. To maintain within their headquarters the staff capability to direct the MC&G activities of their command.
- e. To satisfy, insofar as practicable, their approved MC&G requirements from assigned resources.
- f. To coordinate with the Director, DMA, all MC&G-related programs and activities.
- g. To identify to DMA those MC&G production capabilities of their commands that are available to satisfy DOD-wide requirements after satisfying command MC&G requirements, and to conduct those MC&G programs and activities assigned by the DMA to utilize the identified additional capabilities.
- h. To maintain, within the limits of available resources, constant research for source materials for maps and charts and to furnish copies to the appropriate libraries of DMA.

SECTION XII, POSITION REFERENCE PROCEDURES

4-83. Purpose. To set forth principles and policy governing position reference procedures for use in unified and joint operations.

4-84. Position Reference Systems

a. The Military Grid Reference System (MGRS) Developed for Use With the Universal Transverse Mercator (UTM) and Universal Polar Stereographic (UPS) Grids. This system uses a geographic, metric, square grid, normally superimposed on a UTM or UPS projection. It is printed on military maps and certain air and naval charts that include land areas. This position reference system provides for the accurate positioning of points on land or coastal areas and for the rapid computation of direction and distance between points.

b. Other Geographic, Metric or Yards, Square, Military Grid Reference Systems. There are other geographic, metric or yards, square, military grid reference systems similar to the MGRS. These systems are in use in some areas that have not been converted to the UTM grid.

c. Military Grid Reference Systems. The term "military grid reference system" as used in this publication

refers to the MGRS developed for use with the UTM and UPS grid.

d. The World Geographic Reference System (GEOREF). GEOREF is a worldwide position reference system that may be applied to any map or chart graduated in latitude and longitude regardless of projection. It is a method of expressing latitude and longitude in a form suitable for rapid reporting and plotting. (JCS Pub 1).

e. Other Position Reference Systems. Other systems may involve the use of a grid or use polar coordinates expressed in bearing (azimuth) and distance. The grid or polar coordinates may be permanently superimposed on maps or charts, or they may be temporarily established in relation to some fixed or moving point.

4-85. Position Reference Procedures--General. In unilateral, joint, and combined operations not using procedures specifically provided for in the following paragraphs, latitude and longitude, with meridian of origin Greenwich and sexagesimal degrees and minutes will normally be used.

4-86. Position Reference Procedures for Joint Operations

a. Operations Involving Ground Forces--General. For unified or joint operations in which ground forces are directly participating, the MGRS prescribed by the commander for the area concerned will be used to the maximum extent practicable in communications between ground forces and other forces jointly engaged; specific exceptions are addressed in succeeding paragraphs. When use of an MGRS is impracticable, latitude and longitude will be used.

b. Operations not Involving Ground Forces. GEOREF may be used in unified or joint operations that do not directly involve ground forces.

c. Close Air Support of Ground Forces. When air forces (including naval aviation) are acting in close air support of ground forces, the MGRS prescribed by the ground commander for use by ground forces in the area concerned will be used.

d. Joint Amphibious Operations. The MGRS prescribed by the commander of the amphibious task force for use by landing forces within the objective area will be used

for support of landing force ground operations by all supporting forces.

e. Joint Air Defense Operations. GEOREF will be used in joint air defense operations.

4-87. Additional Position Reference Procedures

a. When there is a possibility of confusion as to which system is being used in reporting positions, the reference system used should be indicated in the report.

b. MGRS will be used by air forces (including naval aviation) when reporting positions to ground forces, except in air defense operations. GEOREF will be used by ground and air forces when reporting positions in air defense operations.

c. To facilitate rapid transition to joint or combined operations, each Armed Force, when operating unilaterally, should conform to the maximum extent possible to the principles established in the above paragraphs.

4-88. Position Reference Procedures for Combined Operations. CINCs should coordinate with allied commands concerning position reference procedures to be followed within areas of combined interest. Such procedures should, to the maximum extent possible, be in conformity with those laid down in the above paragraphs.

SECTION XIII, METEOROLOGICAL, OCEANOGRAPHIC, AND SPACE ENVIRONMENTAL FACTORS

4-89. Purpose. The purpose of this section is to set forth the principles, doctrine, functions, responsibilities, and organizations for providing meteorological, oceanographic, and space environmental support to the unified and specified commands, other joint activities of the Armed Forces, and the Military Services.

4-90. Basic Principles

a. The deployment, employment, and logistics of forces are affected by meteorological and oceanographic conditions.

b. When determining how best to perform a mission, a commander should consider the meteorological factors

and, where appropriate, the oceanographic and space environmental factors involved and should employ pertinent support services as an integral part in strategic and tactical planning operations.

c. Meteorological and oceanographic data are highly perishable; the usefulness of observations and forecasts diminishes rapidly because of the constantly changing state of the air-ocean-space environment.

d. Effective meteorological and oceanographic services require effective communications support.

4-91. Doctrine

a. The National Oceanic and Atmospheric Administration and the foreign national meteorological and oceanographic services are responsible for providing the basic observation network, the basic broad-scale analyses and prognoses, and the related facilities within their national areas of responsibility. Any use of hemispheric analyses in support of commands conducting worldwide military operations automatically presupposes interdependence among nations for meteorological and oceanographic services.

b. The US military meteorological and oceanographic services are worldwide specialized services, organized to satisfy unique military requirements. Meteorological support to a mobile field army and to an air strike force, meteorological and oceanographic support to a Navy carrier task force, and space environmental support to DOD space operations and worldwide communications are examples of the unique, specialized service provided by the military environmental services.

4-92. Functions and Responsibilities

a. Specific Responsibilities

(1) The Chief of Naval Operations, through the Commander, Naval Oceanography Command, is responsible for the provision of meteorological support to all elements of the Navy and for oceanographic support to all elements of the Department of Defense.

(2) The Chief of Staff, US Air Force, through the Commander, Air Weather Service, is responsible for

provision of meteorological and space environmental support to all elements of the Air Force and for meteorological support to all Army units by joint agreement.

(3) The Chief of Staff, US Army, through the Assistant Chief of Staff for Intelligence, is responsible for interpretation of environmental products in support of Army Intelligence Preparation of the Battlefield, artillery fire, meteorological observations forward of division headquarters elements, river stage and flood forecasting, and for other special support the Army can most effectively or efficiently provide for itself.

(4) The Commandant of the Marine Corps is responsible for meteorological support for Marine artillery fire, Marine aviation, meteorological observation forward of division headquarters elements, and other special support the Marine Corps can most effectively and efficiently provide for itself.

(5) The Director, DMA, is responsible for mapping, charting, and geodesy support for environmental services.

b. In discharging their environmental responsibilities, the individual Services will accomplish the following:

(1) Provide the training, personnel, equipment, and supplies needed for meteorological and oceanographic support in response to operational requirements.

(2) Plan for the expansion of peacetime meteorological and oceanographic facilities to meet emergency or wartime needs in coordination with appropriate authorities.

(3) Organize and train personnel needed for meteorological and oceanographic support of joint operations, providing personnel and equipment for these operations, as required.

(4) Assist one another in the accomplishment of meteorological and oceanographic functions, as determined by proper authority.

(5) Provide, operate, and maintain the meteorological and oceanographic facilities organic to their own combat organizations.

(6) Guide the development of the personnel and materiel required for those operations for which the Service has been assigned specific responsibility.

c. In joint operations, the meteorological and oceanographic responsibilities of the individual Services are determined by the following:

(1) The nature of the joint operations.

(2) The Service or Services which provide the forces employed.

(3) The directives of the CINCs, of the subordinate unified commands, or of other joint force commanders.

4-93. Organizations for Providing Meteorological Oceanographic, and Space Environmental Support

a. Operational forces normally have meteorological and oceanographic services organic to the forces being employed in accordance with assigned Service procedures.

b. Staff meteorological and oceanographic support to the CINCs is a responsibility of the the Military Services as determined by the Joint Chiefs of Staff. Service responsibility is assigned as follows:

CINCAD	Air Force
USCINCLANT	Navy
USCINCCENT	Air Force
USCINCEUR	Air Force
CINCMAC	Air Force
USCINCPAC	Navy
USCINCRD	Air Force
USCINCSO	Air Force
USCINCSpace	Air Force
CINCSAC	Air Force

c. Meteorological and space environmental support to the Joint Chiefs of Staff and Alternate National Military Command Center is a responsibility of the Air Force in accordance with current directives of the Joint Chiefs of Staff.

d. Oceanographic support to the Joint Chiefs of Staff and Alternate National Military Command Center is a responsibility of the Navy in accordance with current directives of the Joint Chiefs of Staff.

e. Meteorological and oceanographic support requirements of specialized DOD agencies are a responsibility of the Military Services, as determined by the Chairman, Joint Chiefs of Staff.