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# **Joint Organization and Staff Functions**

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# Joint Organization and Staff Functions

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## 100. INTRODUCTION

**References:** Title 10 United States Code (as amended)  
DOD Directive 5100.1, “Functions of the Department of Defense and Its Major Components”  
DOD Directive 5158.1, “Organization of the Joint Chiefs of Staff and Relationships with the Office of the Secretary of Defense”  
Organization of the Joint Chiefs of Staff, Action Officer Orientation Handbook  
Joint Admin Pub 1.1, *Organization and Functions of the Joint Staff*  
Joint Pub 0-2, *Unified Action Armed Forces (UNAAF)*  
Unified Command Plan (UCP)  
Staff Report to the Committee on Armed Services, United States Senate, October 16, 1985

Numerous governmental organizations are involved in the implementation of U.S. national security policy. This chapter focuses primarily on the organizations and agencies responsible for the planning and execution of joint military operations, their organizational structures, and their command relationships.

## 101. BACKGROUND

a. **Civilian control of the military.** Since the founding of the nation, civilian control of the military has been an absolute and unquestioned principle. The Constitution incorporates this principle by giving both the President and Congress the power to ensure civilian supremacy. The Constitution establishes the President as the Commander-in-Chief, but gives the Congress the power “to declare war”, to “raise and support Armies – provide and maintain a Navy – (and) to make Rules for the Government and Regulation of the land and naval Forces.”

b. **Joint Organization before 1900.** As established by the Constitution, coordination between the War Department and Navy Department was effected by the President as the Commander in Chief. **Army and naval forces functioned autonomously** with the President as their only common superior. Despite Service autonomy, early American history reflects the importance of joint operations. Admiral MacDonough’s naval operations on Lake Champlain were a vital factor in the ground campaigns of the War of 1812; the joint teamwork displayed by General Grant and Admiral Porter in the Vicksburg

Campaign of 1863 stands as a fine early example of joint military planning and execution. However, instances of confusion, poor inter-Service cooperation and lack of coordinated, joint military action had a negative impact on operations in the Cuban campaign of the Spanish-American War (1898). By the turn of the century, advances in technology and the growing international involvement of the United States required greater cooperation between the military departments.

c. **Joint history through World War I.** As a result of the unimpressive joint military operations in the Spanish-American War, in 1903; the Secretary of War and the Secretary of the Navy created the Joint Army and Navy Board charged to address “**all matters calling for cooperation of the two Services.**” The Joint Army and Navy Board was to be a continuing body that could plan for joint operations and resolve problems of common concern to the two Services. Unfortunately, the Joint Board accomplished little, because it could not direct implementation of concepts or enforce decisions, being limited to commenting on problems submitted to it by the secretaries of the two military departments. It was described as “a planning and deliberative body rather than a center of executive authority.” As a result, it had little or no impact on the conduct of joint operations during the first World War. Even as late as World War I, questions of seniority and command relationships between the Chief of Staff of the Army and American Expeditionary Forces in Europe were just being resolved.

d. **Joint History through World War II.** After World War I, the two Service secretaries agreed to reestablish and revitalize the Joint Board. Membership was expanded to six: the chiefs of the two Services, their deputies, and the Chief of War Plans Division for the Army and Director of Plans Division for the Navy. More important, a working staff (named the Joint Planning Committee) made up of members of the plans divisions of both Service staffs was authorized. The new Joint Board could initiate recommendations on its own. Unfortunately, the 1919 board was given no more legal authority or responsibility than its 1903 predecessor; and, although its 1935 publication, *Joint Action Board of the Army and Navy (JAAN)*, gave some guidance for the unified operations of World War II, the board itself was not influential in the war. The board was officially disbanded in 1947.

**102. ORGANIZATION FOR NATIONAL SECURITY.** Knowledge of relationships between elements of the national security structure is essential to understanding the role of joint staff organizations. **Figure 1-1** illustrates the principal officials and organizations that make and execute national security decisions.

a. **National Command Authorities (NCA)**

(1) Constitutionally, the ultimate authority and responsibility for the national defense rests with the President.

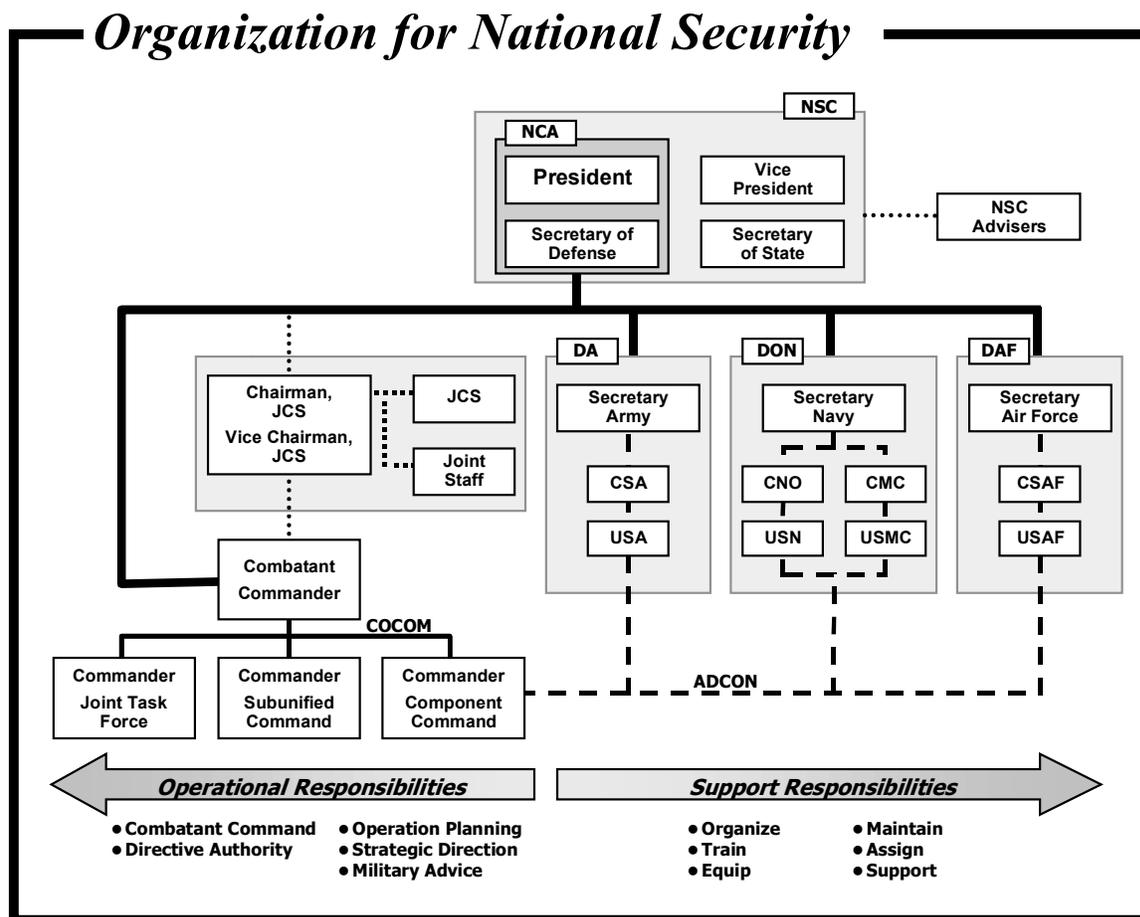


Figure 1-1

(2) The **National Command Authorities (NCA)** are the **President and Secretary of Defense** or persons acting lawfully in their stead. The term NCA is used to signify constitutional authority to direct the Armed Forces in their execution of military action. Both movement of troops and execution of military action must be directed by the NCA; by law, no one else in the chain of command has the authority to take such action except in self-defense.

(3) Since passage of the National Security Act of 1947, the President has used his Secretary of Defense as his **principal assistant** in all matters relating to the Department of Defense. The Secretary is responsible for the effective, efficient, and economical operation of the Department of Defense, and he has statutory authority, direction, and control over the military departments.

b. **National Security Council (NSC)**. The National Security Council was established by the National Security Act of 1947 as the principal forum to consider national security issues that require Presidential decision. Its membership now includes only four

**statutory members:** the President, the Vice President, the Secretary of State, and the Secretary of Defense. The Chairman of the Joint Chiefs of Staff (CJCS) and the Director of Central Intelligence serve as **statutory advisers** to the NSC. The history of the NSC and its organization are discussed in Chapter 5.

c. **Department of Defense (DOD)**

(1) The Joint Board of the Army and Navy was the first attempt to use a regularly constituted agency to coordinate the actions of the Army and the Navy. During the 1920s and 1930s, Congress made several fiscally motivated studies intended to reorganize the military. In June 1924, a joint Congressional committee recommended that a single Department of Defense be formed under one cabinet officer; no action was taken on the report. In 1932 the House considered a bill that would have permitted the President to establish a Department of National Defense and, as the President saw fit, subject to approval of Congress, transfer and consolidate functions of executive departments. The establishment of a single defense department was eventually rejected by the House. During the reorganization debates, there was strong opposition to a single defense department among the military. The Joint Board of the Army and Navy stated in May 1933: “The Joint Board is unable to recommend an organization for a Department of National Defense that would be more efficient or more economical than the present separate departmental organizations. In the opinion of the Board, amalgamation of the two Departments would be a grave error.”

(2) The evolution of a single executive department responsible for national defense was marked by caution, indecision and, from some circles, open hostility. But World War II and the new demands placed on the U.S. Armed Forces furnished the necessary impetus for unification of the military departments under a single cabinet-level secretary. World War II demonstrated that modern warfare required combined and integrated operations by land, sea, and air forces. This, in turn, required not only a unity of operational command of these forces, but also a coordinated process for achieving the most effective force mixture and structure. Anticipating the needs of a peacetime military organization, a comprehensive review by Congressional, executive, and military groups began even before the end of the war. Overwhelmingly, the studies were influenced by parochial Service interests reflecting the opinions of experienced wartime military and civilian leaders with vastly different views of the postwar era. Issues that dominated the search for a consensus included retention of air power in the Navy, maintenance of a separate Marine Corps, the form and substance of the new military department of the Air Force, and the need for military unification.

(3) The **National Security Act of 1947** was the resultant monumental legislation that reflected a compromise of diverse currents and pressures. After almost 50 years that included wartime lessons beginning with the Spanish-American War, a modern military organization had come into existence: unified action of the Services was law, the

powers of the Secretary of National Defense were identified but subject to broad interpretation, and the roles and missions of the military Services were defined by Executive Order, but would not be Congressionally stated until 1958. The act created the National Military Establishment (NME) under the leadership of a civilian secretary who was co-equal with the cabinet-level secretaries of the Army, Navy, and the new Air Force.

(4) It was quickly revealed that the new Secretary of Defense had insufficient authority to execute the responsibilities of the office. In **1949 the National Security Act was amended** to change the name of the NME to Department of Defense and recognize it as an executive department with the Secretary of Defense responsible for its general direction. The **Reorganization Act of 1958** asserted and enhanced the direction, authority, and control of the Secretary of Defense over the executive department and clarified the **operational chain of command** that runs from the President and Secretary of Defense to the combatant forces. The **DOD Reorganization Act of 1986** further strengthened and clarified the Secretary of Defense's position in the operational chain of command.

(5) DOD functions today are outlined in DOD Directive 5100.1 and illustrated in **Figure 1-2**.

(6) The role of the **Secretary of Defense** has significantly changed since the position was established in 1947. Originally, the secretary had only general authority shared with the civilian secretaries of the military departments. Subsequent legislation incrementally strengthened the Secretary of Defense's authority. Today the Secretary of Defense is the principal assistant to the President for all matters relating to the Department of Defense. The Department of Defense is composed of the following:

### *Functions of the Department of Defense*

As prescribed by the National Security Act of 1947, as amended, the Department of Defense maintains and employs the Armed Forces to

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



Reference: DOD Directive 5100.1

Figure 1-2

Office of the Secretary	Department of Defense field activities (7)
Joint Chiefs of Staff	Departments of the Army, Navy, and Air Force
Joint Staff	Combatant commands (9)
Defense agencies (14)	

**Figure 1-3** illustrates the organization that reports to the Secretary of Defense.

### 103. MILITARY DEPARTMENTS

a. The chain of command for purposes other than the operational direction of combatant commands runs from the President to the Secretary of Defense to the secretaries of the military departments to the chiefs of the Service forces. The **military departments** are separately organized, each under civilian secretaries who are responsible for, and have the authority to conduct all affairs of their respective departments, including the following:

- recruiting
- supplying
- training
- mobilizing
- administering
- construction, outfitting, and repairing equipment
- construction, maintenance, and repair of -buildings, structures, and utilities
- acquisition of real property
- organizing
- equipping
- servicing
- demobilizing
- maintaining

b. **Staff development in the individual Military Services.** Today, a number of functions common to all the Services have developed from the National Security Act of 1947 and its amendments, and most recently from the Department of Defense Reorganization Act of 1986. **Figure 1-4** describes these common functions. The following pages discuss the evolution of military staffs within each of the Services and the specifics related to their current functions. These functions are, by law, subject to the authority, direction, and control of the Secretary of Defense and the authority of the combatant commander as specified in Chapter 6, Title 10, U.S. Code. The accompanying illustrations describe some of the major functions of the individual Services as discussed in DOD Directive 5100.1. Additional information is in CM-44-89 “Report on Roles and Functions of the Armed Forces,” and CM 1584-93 “Chairman of the Joint Chiefs of Staff Report on the Roles, Missions, and Functions of the Armed Forces of the United States,” 10 February 1993.

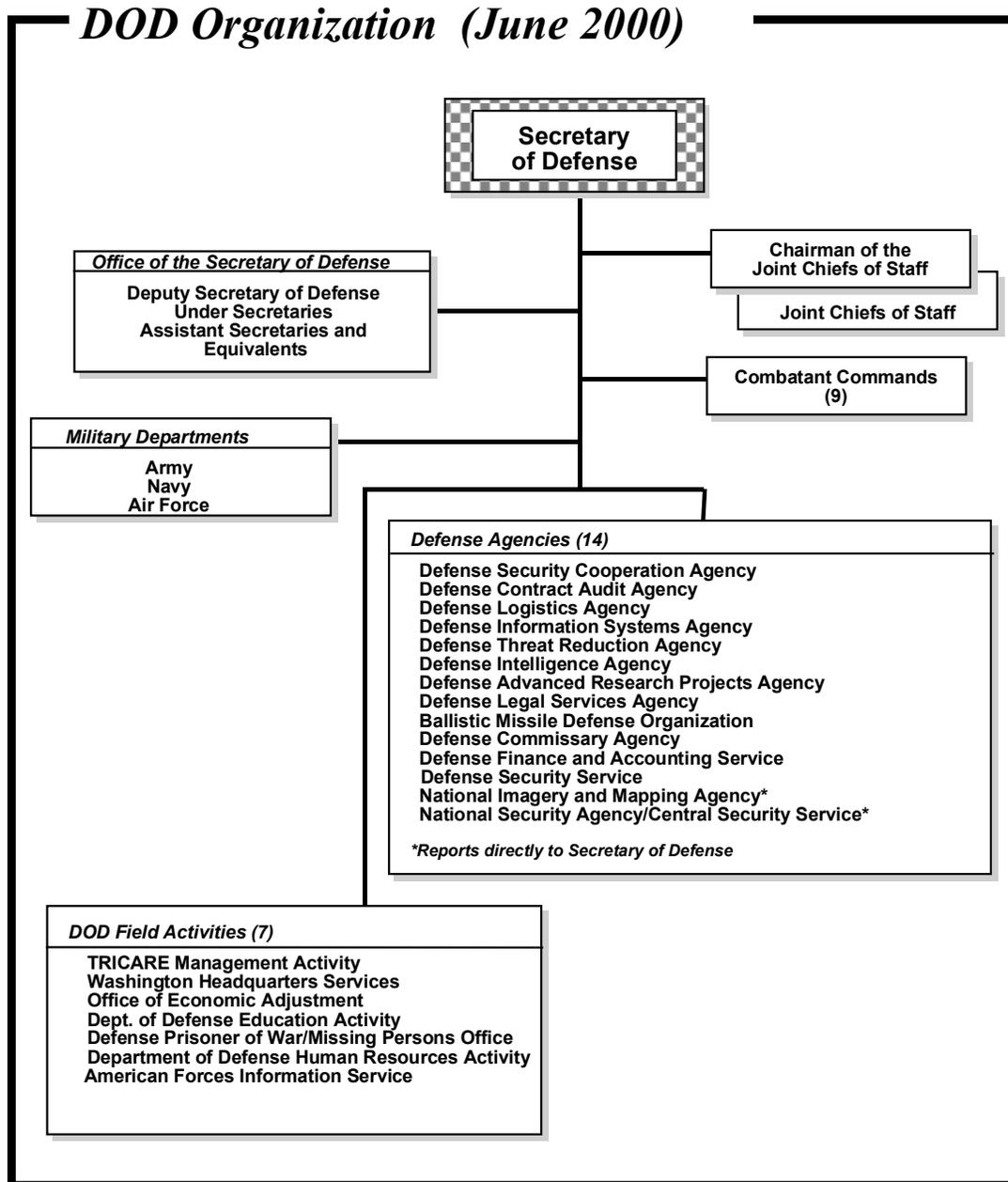


Figure 1-3

### c. **The U.S. Army**

(1) **Origin.** From its birth in 1775 until the early 1800s, young America's army staff patterned itself after the British system: control of the small Regular Army was split between the Commanding General, who was responsible for military discipline and control of field forces, and the Secretary of War, who guided administration and support with a staff bureau system. This bureau system divided authority between the Secretary of War and the Commanding General of the Army and lacked the mechanism to develop coordinated, long-range plans. Though suited to the efficient administration of a small peacetime force, the bureau system was incapable of coping with the demands placed on the twentieth-century Army, a situation that became clear in the Spanish-American War (1898).

## **COMMON FUNCTIONS OF THE MILITARY DEPARTMENTS**

### ***SOME OF THE KEY FUNCTIONS OF THE MILITARY DEPARTMENTS, UNDER THEIR RESPECTIVE SECRETARIES, ARE 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;
- maintain in readiness mobile reserve forces, properly organized, trained, and equipped for employment in emergency;
- recruit, organize, train, and equip interoperable forces for assignment to unified and specified combatant commands;
- prepare and submit budgets for their respective departments;
- develop, garrison, supply, equip, and maintain bases and other installations;
- assist each other in the accomplishment of their respective functions;
- determine force requirements to meet operational requirements of Combatant Commands;
- recommend to the JCS the assignment and deployment of forces to Combatant Commands;
- furnish logistical support for Service forces

Adapted from DOD Directive 5100.1

Figure 1-4

### (2) **Development in the twentieth century**

(a) In 1899, a civilian lawyer, Elihu Root, was appointed Secretary of War. At the time, he expanded the Army's missions to include pacification and administration of the island territories recently acquired from Spain; in addition, he responded to public criticism of the logistical and operational confusion that had plagued Army performance in the Spanish-American War. He undertook reform of the Army command and staff system patterned on the British system. In 1903 Congress passed legislation creating a modern U.S. Army General Staff. The War Department General Staff corps of 44 officers, who were relieved of all other duties, was functionally organized to prepare plans for the national defense and mobilization of troops. The legislation also replaced the

## *Functions of the Department of the Army*

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



### **SOME OF THE MAJOR FUNCTIONS OF THE ARMY ARE 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;
- organize, train, equip, and provide forces for appropriate air and missile defense and space control operations, and for the support and conduct of special operations;
- develop airborne doctrine, procedures, and equipment that are of common interest to Army and Marine Corps;
- organize, equip, and provide Army forces for joint amphibious, airborne, and space operations and train such forces, in accordance with joint doctrines;
- organize, equip, and provide forces for the support and conduct of special operations;
- organize, equip, and provide forces for the support and conduct of psychological operations;
- furnish forces for the occupation of territories abroad;
- conduct 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.

*A collateral function of the Army is to train forces to interdict enemy sea and air power and communications through operations on or from land.*

Adapted from DOD Directive 5100.1

Figure 1-5

ranking military position, Commanding General of the Army, with a War Department Chief of Staff. The Chief of Staff (COS) supervised all Army forces and the staff departments that had been responsible to the Secretary of War. It was not until 1918, though, that it was clearly resolved that the Chief of Staff was the ranking member of the Army when General Pershing, then Commander of the American Expeditionary Force, was made subordinate to the COS. The Root reforms were the beginning that gave the Army the basis for a unified command and staff system.

(b) Today the **Army Staff** is an executive component of the Department of the Army. It exists to assist the Secretary of the Army in his/her responsibilities, and includes the following:

- Chief of Staff
  - Vice Chief of Staff
  - Deputy Chiefs of Staff for Personnel, Intelligence, Operations and Plans, and Logistics
  - Assistant Chiefs of Staff (positions authorized by law, but not used)
- Special Staff: Chief of Engineers; Surgeon General; Judge Advocate General; Chief of Chaplains; Chief of National Guard Bureau; and Chief of Army Reserves

d. The U.S. Navy

(1) **Origin.** The Department of the Navy was established in 1798. The early department was entirely in the hands of civilian appointees, while naval officers served at sea. Growth in size and complexity of Navy business in the first quarter of the 1800s led to creation of a Board of Naval Commissioners to give professional advice to the civilian appointees on constructing, repairing, and equipping ships and superintending shipyards. It was a bilinear arrangement, since employment of forces and discipline of troops was retained by the Secretary of the Navy. By 1842 the Navy Department had shifted from a predominantly personnel service, like its Army counterpart, to a predominantly materiel service deeply involved in complex and expanding technical problems. Five individual bureaus under the Secretary of the Navy were created for yards and docks; construction, equipment, and repairs; provisions and clothing; ordnance and hydrography; and medicine and surgery. The creation of additional bureaus specifically for navigation and equipment and for recruiting (enlisted personnel matters) was the response to weaknesses of the bureau system that were discovered during the Civil War. When necessary, special boards were formed to consider specific technical problems, such as strategy, inventions, and new vessels. By the close of the nineteenth century, the size and complexity of the Service, as well as the pressing need to ensure adequate preparation for war, became too much for control by a single manager. This, compounded by the intra-Service as well as the inter-Service experiences in the Spanish-American War, furnished motivation for Congressional and administrative change in the early 1900s.

(2) **Development in the twentieth century**

(a) In 1909 a General Board of the Navy was established to serve as an advisory body to the secretary on matters of personnel, operations, materiel, and inspections. Legislation in 1915 created the Office of the Chief of Naval Operations (CNO) that was charged with the operation of the fleet and preparation and readiness of war plans. In the 1920s the responsibilities for operation of the fleet were assigned to the newly created

## *Functions of the Department of the Navy*

The Department of the Navy is responsible for the preparation of the Navy and Marine Corps forces necessary for the effective prosecution of war and military operations short of war and, under the integrated joint mobilization plans, for the expansion of the peacetime component of the Navy and Marine Corps to meet the needs of war. Within the Department of the Navy, the Navy includes naval combat and service forces and such aviation as may be organic.



### **SOME OF THE MAJOR FUNCTIONS OF THE NAVY AND MARINE CORPS ARE TO**

- organize, train, equip and furnish 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 establish and maintain local superiority 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;
- organize, equip, and furnish naval forces, including naval close air support and space forces, for the conduct of joint amphibious operations;
- organize, train, equip, and provide forces for strategic nuclear warfare to support strategic deterrence;
- organize, train, equip, and provide forces for reconnaissance, antisubmarine warfare, protection of shipping, aerial refueling and minelaying, and controlled minefield operations; furnish the afloat forces for strategic sealift;
- furnish air support essential for naval operations;
- organize, train, equip, and provide forces for appropriate air and missile defense and space control operations, including forces required for the strategic defense of the United States, under joint doctrines;
- organize, train, equip, and furnish forces to operate sea lines of communication;
- organize, train, equip, and furnish forces for the support and conduct of special operations; and
- coordinate with the Department of Transportation for the peacetime maintenance of the Coast
- *Some collateral functions of the Navy and Marine Corps are to*
- interdict enemy land power, air power, and communications through operations at sea;
- furnish close air and naval support for land operations;
- prepare to participate in the overall air and space effort; and
- establish military government pending transfer of this responsibility.

position of Commander in Chief of the U.S. Fleet. In March 1942 the positions of Commander in Chief of the U.S. Fleet and CNO were consolidated; once again the total direction and support of the U.S. Navy operating forces were under a single person. By the 1960s the CNO as military chief had complete responsibility for operations as well as supporting logistics and administration.

(b) Today the **Office of the Chief of Naval Operations** within the Department of the Navy assists the Secretary of the Navy in executing his or her responsibilities. This office includes the following:

- Chief of Naval Operations
- Vice Chief of Naval Operations
- Assistant Vice Chief of Naval Operations
- Deputy Chiefs of Naval Operations for Manpower and Personnel (N1); Policy, Strategy, and Plans (N3/5); Logistics (N4); and Resources, Warfare Requirements and Assessments (N8)
- Directors: Director of Naval Intelligence (N2); Director, Space and Command, Control, Communications, Computers, and Intelligence (C4I) Requirements (N6); Director, Training and Doctrine (N7); Chief of Naval Reserve; Surgeon General; Chief of Chaplains; and Oceanographer of the Navy

e. The U.S. Marine Corps

(1) **Origin.** The Marine Corps staff had its origin in 1798 in the Act for the Establishment and Organization of the Marine Corps. For a time the Commandant was a one-man staff; his chief duty was recruiting Marines for service with the fleet. As the number of recruits began to increase, however, the Commandant expanded the staff to include an adjutant to assist with musters and training, a quartermaster to procure supplies, and a paymaster to pay the troops. An administrative staff of three to five officers carried the Marine Corps through the nineteenth century.

(2) **Staff growth in the twentieth century.** The emergence of the United States as a world power after the Spanish-American War greatly expanded Marine Corps employment. As additional staff officers were assigned to aid the adjutant, quartermaster, and paymaster, their offices became known as departments. Change first occurred outside the staff departments in what came to be called the “Immediate Office of the Commandant.” The initial step was taken in 1902, when an officer was assigned to headquarters as aide-de-camp to the Commandant. He formed the nucleus for staff expansion in the Office of the Commandant. The position of Chief of Staff was added in 1911 to assist the Commandant with matters of training, education, equipping the troops, and organization, distribution, and assembly at embarkation for expeditionary duty.

(3) Between World War I and the 1970s, the Marine Corps headquarters staff evolved into the staff that is seen today. In the early years of the twentieth century, there was the strong influence of the American Expeditionary Force and the development of the Army staff. Through World War II, the headquarters staff retained a line planning staff and functionally organized staff divisions for administrative, technical, supply, and operations functions. In the 1950s the staff was reorganized along general staff divisions, G-1 through G-4, and several technical staff divisions. The position of Chief of Staff was redefined in 1957 to assist the Commandant in his responsibilities to supervise and coordinate the headquarters staff. Even through the early 1970s, there was a composite staff arrangement with a distinction in line and staff functions. In 1973 headquarters was reorganized along functional lines with four Deputy Chiefs of Staff: Manpower, Installations and Logistics, Requirements and Programs, and Plans and Operations. These new directorates replaced the general staff sections. Marine Corps field units continued to use a combination of a functionally organized general and executive staff and a staff of technical experts.

## *Functions of the Marine Corps*

Specific responsibilities of the Department of the Navy toward the Marine Corps include the maintenance of not less than three combat divisions and three air wings and such other land combat, aviation, and other services as may be organic therein.



### **SOME OF THE MAJOR FUNCTIONS OF THE MARINE CORPS ARE TO**

- organize, train, and equip 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;
- furnish security detachments and organizations for service on naval vessels of the Navy;
- furnish security detachments for protection of naval property at naval stations and bases;
- perform other duties as the President may direct; and
- develop landing force doctrines, tactics, techniques, and equipment that are of common interest to the Army and Marine Corps.

(4) The **Headquarters, Marine Corps**, is in the executive part of the Department of the Navy. Its functions are to furnish professional assistance to the Secretary of the Navy, accomplish all military department support duties that deal with the Marine Corps, coordinate the action of Marine Corps organizations, prepare instructions for the execution of approved plans, and investigate and report efficiency of the Marine Corps in support of combatant commands. Its current organization includes the following:

- Commandant of the Marine Corps
- Assistant Commandant of the Marine Corps
- Director Marine Corps Staff
- Deputy Commandant for Aviation; Installation and Logistics; Manpower and Reserve Affairs; Plans, Policies and Operations; Programs and Resources
  - Assistant Commandant for Command, Control, Communications, Computers, and Intelligence (C4I)

f. The U.S. Air Force

(1) **Origin.** The earliest staff organization in the Air Force reflected the general staff organization in the Army in the years before World War II. Before 1935 the War Department General Staff was responsible for planning, coordinating, and controlling the Air Corps. In 1935 the General Headquarters Air Force was formed and operated under the Army Chief of Staff and the War Department. By June 1941 the Army Air Forces had a recognized Office of the Chief of the Air Force. Reorganization throughout the war years resulted in experiments with a variety of staff organizational arrangements: the Army-style general staff organization; a double-deputy staff that produced a two-prong functional general staff identified as operations and administration; and a tridirectorate staff that recognized personnel and administration, materiel and logistics, and plans and operations.

(2) **Growth since 1947.** With the passage of the National Security Act of 1947, the U.S. Air Force was created as a separate military Service and a coequal partner in the National Military Establishment. At first, the U.S. Air Force retained the multiple directorate organization used when it was the Army Air Corps. The first Secretary of the Air Force was sworn in on 18 September 1947. The Secretary, along with the first several Chiefs of Staff, developed what was to become the foundation of today's headquarters staff. The current organization is a multiple directorate staff: the traditional personal and specialist staff subdivisions plus a coordinating staff of personnel, comptroller, operations, and materiel.

(3) Since its inception, the U.S. Air Force has been organized along functional rather than area lines. The Chief of Staff is the military head of the Air Force. The Deputy Chiefs of Staff may speak for the Chief of Staff at any time on any subject within their functional areas, according to the authority delegated by the Chief of Staff. Each

## ***Functions of the Department of the Air Force***

The Department of 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 and, under integrated joint mobilization plans, for the expansion of the peacetime component of the Air Force to meet the needs of war. Within the Department of the Air Force, the Air Force includes combat and service aviation forces.



### ***SOME OF THE MAJOR FUNCTIONS OF THE AIR FORCE ARE 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, gain and maintain general air supremacy, defeat enemy air forces, conduct space operations, control vital air areas, and establish local air superiority;
- organize, train, equip, and provide forces for appropriate air and missile defense and space control operations, including forces for the strategic defense of the United States, in accordance with joint doctrines;
- organize, train, equip, and provide forces for strategic air and missile warfare; organize, equip, and provide forces for joint amphibious, space, and airborne operations;
- organize, train, equip, and provide forces for close air support and air logistic support to the Army and other forces, including airlift, air support, resupply of airborne operations, aerial photography, tactical air reconnaissance, and air interdiction of enemy land forces and communications;
- organize, train, equip, and provide forces for air transport for the Armed Forces;
- develop doctrines, procedures, and equipment for air defense from land areas;
- furnish launch and space support for the Department of Defense;
- organize, train, equip, and furnish 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;
- organize, train, equip, and furnish forces to operate air lines of communications; and
- organize, train, equip, and furnish forces for the support and conduct of special operations.

### ***Collateral functions of the Air Force include***

- surface sea surveillance and antisurface ship warfare through air operations,
- antisubmarine warfare and antiair warfare operations to protect sea lines of communications,
- aerial minelaying operations, and
- air-to-air refueling in support of naval campaigns.

Adapted from DOD Directive 5100.1

Figure 1-8

deputy in turn presides over a family of directorates, and each directorate is functionally oriented. In the Air Staff, decisions are made at the lowest level that has access to sufficient information and the requisite delegated authority.

(4) The **Air Staff** is an executive part of the Department of the Air Force. It serves to assist the Secretary of the Air Force in carrying out his responsibilities and is organized as follows:

- Chief of Staff of the Air Force
- Vice Chief of Staff
- Deputy Chiefs of Staff for Personnel; Installations and Logistics; Plans and Programs; Air and Space Operations; and Director of Headquarters, Communications and Information
- Assistant Chief of Staff for Intelligence
- Special Staff: Surgeon General; Judge Advocate General; Chief of Chaplains; Chief of National Guard Bureau; Chief of Safety; Director of Manpower and Organization; Chief of Security Police; Director of Programs and Evaluation; Director of Test and Evaluation; Civil Engineer; Chief of Air Force Reserve; Director of Morale, Welfare, Recreation and Services; Air Force Historian

g. The U.S. Coast Guard

(1) **Origin.** The Coast Guard, the nation's oldest continuing seagoing Service, was established in 1790 as "a system of cutters" in the Treasury Department. First called the Revenue Marine and later the Revenue Cutter Service, the Coast Guard was primarily a law enforcement agency responsible for collecting customs duties from ships entering U.S. waters, enforcing embargoes, hunting pirates, and enforcing quarantines. However, by 1797 the strength of the Treasury Department's cutters had been increased to "defend the sea coast and repel any hostility to vessels and commerce"; Congressional authorization established the role of the Coast Guard in national defense.

(2) **Expansion of responsibility.** In 1915 the U.S. Lifesaving Service, an organization of local stations scattered along U.S. coasts, merged with the Revenue Cutter Service to form the U.S. Coast Guard, and with that was born its traditional image, the "lifesavers." During World War I responsibilities were added for port safety and security, commercial vessel safety, icebreaking, and marine environment protection. Joined in 1939 by the Lighthouse Service, the Service assumed responsibility for establishing and maintaining aids to navigation. In 1967 the Coast Guard became part of the newly formed Department of Transportation. A comprehensive review of wartime missions was performed in 1981 by the Navy and Coast Guard Board. In a 1984 Memorandum of Understanding between the Secretaries of Navy and Transportation, Coast Guard area commanders were assigned as commanders of the newly formed U.S. Maritime Defense

## *Functions of the Coast Guard*

The Coast Guard is a military Service and a branch of the Armed Forces of the United States at all times. It is a Service in the Department of Transportation except when operating as part of the Navy on declaration of war or when the President directs.



### **SOME OF THE MAJOR PEACETIME FUNCTIONS OF THE COAST GUARD ARE TO**

- enforce or assist in enforcement of the law with power to arrest, search, and seize persons and property suspected of violations of Federal law, including drug interdiction;
- administer laws and enforce regulations for the promotion of safety of life and property on and under the high seas and waters subject to U.S. jurisdiction;
- coordinate marine environmental protection response;
- enforce port safety and security;
- enforce commercial vessel safety standards and regulations;
- regulate and control ship movement and anchorage;
- acquire, maintain, and repair short-range aids to navigation;
- establish, operate, and maintain radio navigation;
- develop, establish, maintain, and operate polar and U.S. icebreaking facilities;
- organize, equip, and furnish forces for maritime search and rescue;
- engage in oceanographic research; and
- maintain a state of readiness to function as a specialized Service in the Navy.

### **SOME OF THE MAJOR WARTIME FUNCTIONS OF THE COAST GUARD ARE TO**

- continue peacetime missions;
- plan and coordinate U.S. coastal defense for the Fleet Commanders through assignment as commanders of U.S. Maritime Defense Zone Atlantic and Pacific; and
- perform naval wartime missions of inshore undersea warfare, mine countermeasures, harbor defense, ocean escort, etc., occurring in the U.S. littoral sea.

Adapted from

Titles 10 and 14 U.S. Code and

Navy and Coast Guard Board, *Review of Coast Guard Wartime Taskings*, dated 19 March 1981

Figure 1-9

Zones (MDZ). These commanders are responsible to the Atlantic and Pacific Fleet commanders for planning and coordinating U.S. coastal defense, preparing operation plans, conducting exercises, and training reserve forces. MDZs will be activated when needed as a deterrent option to ensure port safety and the initial safety of seaborne deployments.

(3) **Organization.** The command and control structure of the Coast Guard is based on nine autonomous districts and two Maintenance and Logistics Commands (MLCs) that report to the Atlantic and Pacific area commanders. The Commandant of the Coast Guard reports directly to the Secretary of Transportation in peacetime. On declaration of war, or when directed by the President, the Coast Guard becomes a Service within the Navy with the Commandant reporting to the Secretary of the Navy; he or she reports to the CNO for military functions concerning organization, training, and readiness of operational forces assigned to the Navy.

(4) The **Headquarters, U.S. Coast Guard**, under the Commandant reports in peacetime to the Secretary of Transportation. The Commandant is assisted in the direction of policy, legislation, and administration by a functional organization headed by Chiefs of Offices:

- Chiefs of Offices: Acquisition; Chief Counsel; Civil Rights; Command, Control, and Communications; Resource Director/Comptroller; Engineering; Health Services; Marine Safety, Security, and Environmental Protection; Navigation; Operations; Personnel; and Readiness and Reserves

#### 104. EVOLUTION OF THE JOINT CHIEFS OF STAFF

a. Soon after the Pearl Harbor attack, President Roosevelt and Prime Minister Churchill met with their military advisers at the Arcadia Conference in Washington to plan a coordinated effort against the Axis powers. At that time, the two Allied leaders established the Combined Chiefs of Staff (CCS) as the supreme military body for strategic direction of the Anglo-American war effort. British representation for the new organization consisted of the Chiefs of Staff Committee composed of the heads of the British armed services who had been giving effective administrative coordination, tactical coordination, and strategic direction to British forces for almost 20 years. The British committee served as a “corporate” body for giving military advice to the War Cabinet and the Prime Minister. The collective responsibility of the British committee was set by the Prime Minister in 1924 and given to each new member as a directive:

**In addition to the functions of the Chiefs of Staff as advisers on questions of sea, land or air . . . each of the three Chiefs of Staff will have an individual and collective responsibility for advising on defense policy as a whole, the three constituting, as it were, a Super-Chief of a War Staff in Commission.**

b. But the United States in 1941 had no established agency to furnish U.S. input to a Combined Chiefs of Staff committee. Consequently, the U.S. officers whose positions and duties matched those of the British Chiefs of Staff committee formed the U.S. posi-

tion of the CCS; that group became known as the Joint U.S. Chiefs of Staff. This first Joint Chiefs of Staff worked throughout the war without legislative sanction or even formal Presidential definition, a role that President Roosevelt believed preserved the flexibility required to meet the needs of the war. The initial members of the Joint U.S. Chiefs of Staff were Admiral William D. Leahy, President Roosevelt's special military adviser, with a title of Chief of Staff to the Commander in Chief of the Army and Navy; General George C. Marshall, Chief of Staff of the Army; Admiral Ernest J. King, Chief of Naval Operations and Commander in Chief of the U.S. Fleet; and General Henry H. Arnold, Deputy Army Chief of Staff for Air and Chief of the Army Air Corps.

c. Under President Roosevelt's leadership, this new U.S. military body steadily grew in influence and became the primary agent in coordinating and giving strategic direction to the Army and Navy. In combination with the British Chiefs of Staff, it mapped and executed a broad strategic direction for both nations.

d. At the end of World War II, the continued need for a formal structure of joint command was apparent; the wartime Joint Chiefs of Staff offered an effective workable example. The first legislative step was the passage of the National Security Act of 1947, which formally established the Joint Chiefs of Staff and laid the foundation for the series of legislative and executive changes that produced today's defense organization. However, the road to a unified command organization was difficult and controversial. The vigorous debate over the 1986 DOD Reorganization Act illustrated that the controversy was alive even in more modern times. As seen in **Figure 1-10**, significant legislative changes and executive decisions have altered and refined the influence and position of the Joint Chiefs of Staff since 1947.

## 105. ORGANIZATION OF THE JOINT CHIEFS OF STAFF

a. **Composition and Functions.** The Joint Chiefs of Staff (JCS) consist of the Chairman, the Vice Chairman, the Chief of Staff of the Army, the Chief of Naval Operations, the Chief of Staff of the Air Force, and the Commandant of the Marine Corps. The **collective** body of the Joint Chiefs of Staff is headed by the Chairman (or the Vice Chairman in the Chairman's absence), who sets the agenda and presides over JCS meetings. The Joint Chiefs of Staff, assisted by the Joint Staff, constitute the immediate staff of the Secretary of Defense. Responsibilities as members of the Joint Chiefs of Staff take precedence over duties as the chiefs of military Services.

b. **Executive authority.** The executive authority of the Joint Chiefs of Staff has been changed as different organizational approaches have been implemented.

(1) In World War II, the Joint U.S. Chiefs of Staff were executive agents for theater and area commanders. The original National Security Act of 1947 saw the Joint

## LEGISLATIVE CHANGES TO THE JCS

LEGISLATION	PROVISIONS
<b>1947</b> <b><i>National Security Act</i></b>	<ul style="list-style-type: none"> <li>• Designated Secretary of National Defense to exercise <b>general</b> authority, direction, and control</li> <li>• Created the <b>National Military Establishment</b></li> <li>• Established U.S. Air Force</li> <li>• Established CIA and NSC</li> <li>• Established JCS as permanent agency</li> <li>• JCS became <b>principal military advisers</b> to President and Secretary of Defense</li> <li>• Established a legal basis for unified and specified commands</li> </ul>
<b>1948</b> <b><i>Key West Agreement</i></b>	<ul style="list-style-type: none"> <li>• Established JCS as <b>executive agents</b> for unified and specified commands</li> <li>• Service roles and missions defined</li> </ul>
<b>1949</b> <b><i>Amendment</i></b>	<ul style="list-style-type: none"> <li>• Military department Secretaries reduced from cabinet rank and removed from NSC</li> <li>• Renamed NME the Department of Defense</li> <li>• Created office of <b>Chairman</b></li> </ul>
<b>1952</b> <b><i>Amendment</i></b>	<ul style="list-style-type: none"> <li>• Gave <b>Commandant of the Marine Corps (CMC)</b> <b>co-equal</b> status on JCS on Marine Corps issues</li> </ul>
<b>1953</b> <b><i>Plan</i></b>	<ul style="list-style-type: none"> <li>• <b>Removed JCS from executive agent status</b>, i.e., handling day-to-day communications and supervision over unified commands</li> <li>• Established <b>military departments as executive agents</b> for unified commands</li> </ul>
<b>1958</b> <b><i>Amendment</i></b>	<ul style="list-style-type: none"> <li>• Gave Chairman a vote</li> <li>• <b>Removed military departments as executive agents</b></li> <li>• Joint Staff has no executive authority, but assists the Secretary of Defense in exercising direction over unified commands</li> </ul>
<b>1978</b> <b><i>Amendment</i></b>	<ul style="list-style-type: none"> <li>• Made CMC a full member of JCS</li> </ul>
<b>1986</b> <b><i>Amendment</i></b>	<ul style="list-style-type: none"> <li>• Designated Chairman <b>principal military adviser</b></li> <li>• Transferred duties of corporate JCS to Chairman</li> <li>• Created position of Vice Chairman</li> <li>• Specified chain of command to run from President to Secretary of Defense to unified and specified combatant commanders</li> </ul>

References: National Security Act of 1947, as amended;  
*Reorganization of the National Security Organization*,  
 Report of the CNO Select Panel, dated March 1985

Figure 1-10

Chiefs of Staff as planners and advisers, not as commanders of combatant commands. Nevertheless, the 1948 Key West Agreement confirmed the then-current practice under which the Joint Chiefs of Staff served as executive agents for unified commands. President Eisenhower ended this practice in his 1953 Reorganization Plan by establishing the Secretaries of the military departments instead of the Joint Chiefs as his executive agents.

(2) Today, the Joint Chiefs of Staff have **no executive authority to command combatant forces**. The issue of executive authority for JCS and Service secretaries was further addressed in the 1958 Reorganization Act and clearly resolved by the Goldwater-Nichols DOD Reorganization Act of 1986. Title 10 USC 162 requires the secretaries of the military departments to assign all forces under their jurisdiction to the combatant commands or the U.S. Element, NORAD, except those forces assigned to carry out the statutory functions of a secretary of a military department, or forces assigned to multinational peacekeeping organizations. The chain of command to these combatant commands runs from the President to the Secretary of Defense directly to the commander of the combatant command.

c. **Military advice.** Today, by law, the Chairman of the Joint Chiefs of Staff is the **principal military adviser** to the President, National Security Council, and Secretary of Defense. JCS members may submit to the Chairman advice on an opinion in disagreement with or in addition to the advice presented by the Chairman. However, all JCS members are also, by law, military advisers, and they may respond with advice or opinions on a particular matter when the President, NSC, or Secretary of Defense requests such advice.

d. **Immediate military staff.** DOD Directive 5100.1 assigns the Joint Chiefs of Staff, supported by the Joint Staff, as the immediate military staff of the Secretary of Defense. This designation is not found in “Title 10, United States Code,” but the directive is a clear statement that the Secretary of Defense will turn to the Joint Chiefs of Staff for staff support on military matters.

e. **Chairman of the Joint Chiefs of Staff (CJCS)**

(1) The Goldwater-Nichols DOD Reorganization Act of 1986 identified the CJCS as the head of the Joint Chiefs of Staff and the senior ranking member of the Armed Forces. By law, CJCS is now the **principal** military adviser to the President. As appropriate, the CJCS may seek the advice of and consult with the other JCS members and combatant commanders. When CJCS presents advice, he presents the advice or opinions of other JCS members and, as he considers appropriate, the range of military advice and opinions he has received.

(2) The Goldwater-Nichols Act also transferred to CJCS the functions and responsibilities previously assigned to the corporate body of the Joint Chiefs of Staff. The

broad functions of CJCS are set forth in 10 USC 153 and detailed in DOD Directive 5100.1 and Joint Pub 0-2. They are summarized in **Figure 1-11**.

(3) CJCS “**functions within the chain of command by transmitting communications** to the commanders of the combatant commands from the President and Secretary of Defense.” That position is now clearly stated in DOD Directive 5100.1. CJCS **does not exercise military command** over any combatant forces.

## *Functions of the Chairman of the Joint Chiefs of Staff*



The Chairman of the Joint Chiefs of Staff is the principal military adviser to the President, Secretary of Defense, and National Security Council. Subject to the authority, direction, and control of the President and Secretary of Defense, the Chairman is responsible for the principal functions listed below:

- **STRATEGIC DIRECTION**  
assist the NCA to provide **strategic direction** of the Armed Forces
- **STRATEGIC PLANNING**  
prepare **strategic plans**  
prepare **joint logistic and mobility plans** to support those strategic plans  
perform **net assessments** of the capabilities of the U.S. Armed Forces, and its allies as compared to potential allies
- **CONTINGENCY PLANNING**  
provide for preparation and review of **contingency plans**  
advise on critical deficiencies and strengths in **force capabilities**
- **REQUIREMENTS, PROGRAMS, AND BUDGET**  
advise on the **priorities of requirements**  
advise on **program recommendations and budget proposals**  
assess military requirements for **defense acquisition programs**
- **DOCTRINE, TRAINING, AND EDUCATION**  
develop doctrine for **joint employment**  
formulate policies for joint training  
formulate policies for coordinating **military education and training**
- **OTHER MATTERS**
  - exercise exclusive **direction of the Joint Staff**
  - as directed by the President, **attend and participate in meetings of the NSC**
  - advise and assist the NCA on **establishing combatant commands**
  - transmit **communications between the NCA and combatant commands**
  - review plans and programs to determine adequacy and feasibility
  - as the Chairman considers appropriate, consult with and seek the **advice of the Joint Chiefs of Staff and combatant commanders**
  - provide U.S. representation on the Military Staff Committee of the United Nations

References: DOD Reorganization Act of 1986  
DOD Directive 5100.1

Figure 1-11

f. **Vice Chairman of the Joint Chiefs of Staff (VCJCS).** The DOD Reorganization Act of 1986 created the position of Vice Chairman of the Joint Chiefs of Staff, who performs such duties as the CJCS may prescribe. By law, VCJCS is the second ranking member of the armed forces. In the absence or disability of CJCS, the Vice Chairman acts as, and performs the duties of, the Chairman. Though not originally included as a member of the JCS, VCJCS was vested by Section 911 of the National Defense Authorization Act of 1993 as a full voting member of the Joint Chiefs of Staff. The Vice Chairman also acts as the Chairman of the Joint Requirements Oversight Council, the Vice Chairman of the Defense Acquisition Board, and a member of the Senior Readiness Oversight Council.

g. **Military Service chiefs.** The military Service chiefs “wear two hats.” As the chiefs of the military Services, they perform their duties under the authority, direction, and control of the secretaries of the military departments and are directly responsible to their Service secretaries. As members of the Joint Chiefs of Staff, they offer **advice** to the President, Secretary of Defense, and NSC. By custom, the vice chiefs of the Services are delegated authority to act for their chiefs in most matters having to do with day-to-day operation of the Services.

h. **Operations Deputies and Deputy Operations Deputies of the Joint Chiefs of Staff.** There are subsidiary bodies that are not part of the Joint Staff that assist the Joint Chiefs of Staff in the execution of their duties.

(1) Each Chief of Service appoints an operations deputy who works with the Director of the Joint Staff to form the subsidiary body known as the **Operations Deputies of the Joint Chiefs of Staff** or the **OPSDEPs**. The OPSDEPs are generally the three-star chiefs of operations for the Services: Army Deputy Chief of Staff (DCOS) for Operations and Plans; Navy Deputy Chief of Naval Operations (DCNO) for Plans, Policy, and Operations; Air Force DCS for Plans and Programs; and Marine Corps DCOS for Plans, Policy, and Operations. They meet in sessions chaired by the Director of the Joint Staff to consider issues within the cognizance of the Joint Chiefs of Staff or to screen major issues before they reach the Joint Chiefs of Staff. This arrangement enables the Joint Chiefs of Staff to devote their time to matters that demand their personal attention.

(2) Similarly, there is a subsidiary body known as the **Deputy Operations Deputies, JCS (DEPOPSDEPs)**, composed of a chairman, who is the Vice Director of the Joint Staff, and a two-star flag or general officer appointed by each Service chief. The DEPOPSDEPs are currently the Service directors of plans: Army Assistant Deputy COS (ADCOS) for Operations and Plans for Joint Affairs; Navy ADCNO for Plans, Policy, and Operations; Air Force Director of Plans and Programs; and Marine Corps Director of Plans. Issues come before the DEPOPSDEPs to be either settled at their level or forwarded to the OPSDEPs.

(3) Matters come before these bodies under policies prescribed in Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 5711.01. The Director of the Joint Staff is authorized to review and approve issues when there is no dispute between the Services, when the issue does not warrant JCS attention, when the proposed action is in conformance with CJCS policy, or when the issue has not been requested by a member of the Joint Chiefs of Staff.

## 106. THE JOINT STAFF

a. The National Security Act of 1947 provided for a Joint Staff not exceeding 100 officers operating under a director appointed by and responsible to the corporate Joint Chiefs of Staff. Since that act was passed numerous legislative changes have been made to the size and composition of the staff. The 1986 reorganization act removed the numerical officer limitation on the Joint Staff and placed it, and its director, under the Chairman. The act also gave the Chairman authority to select or suspend any member of the Joint Staff.

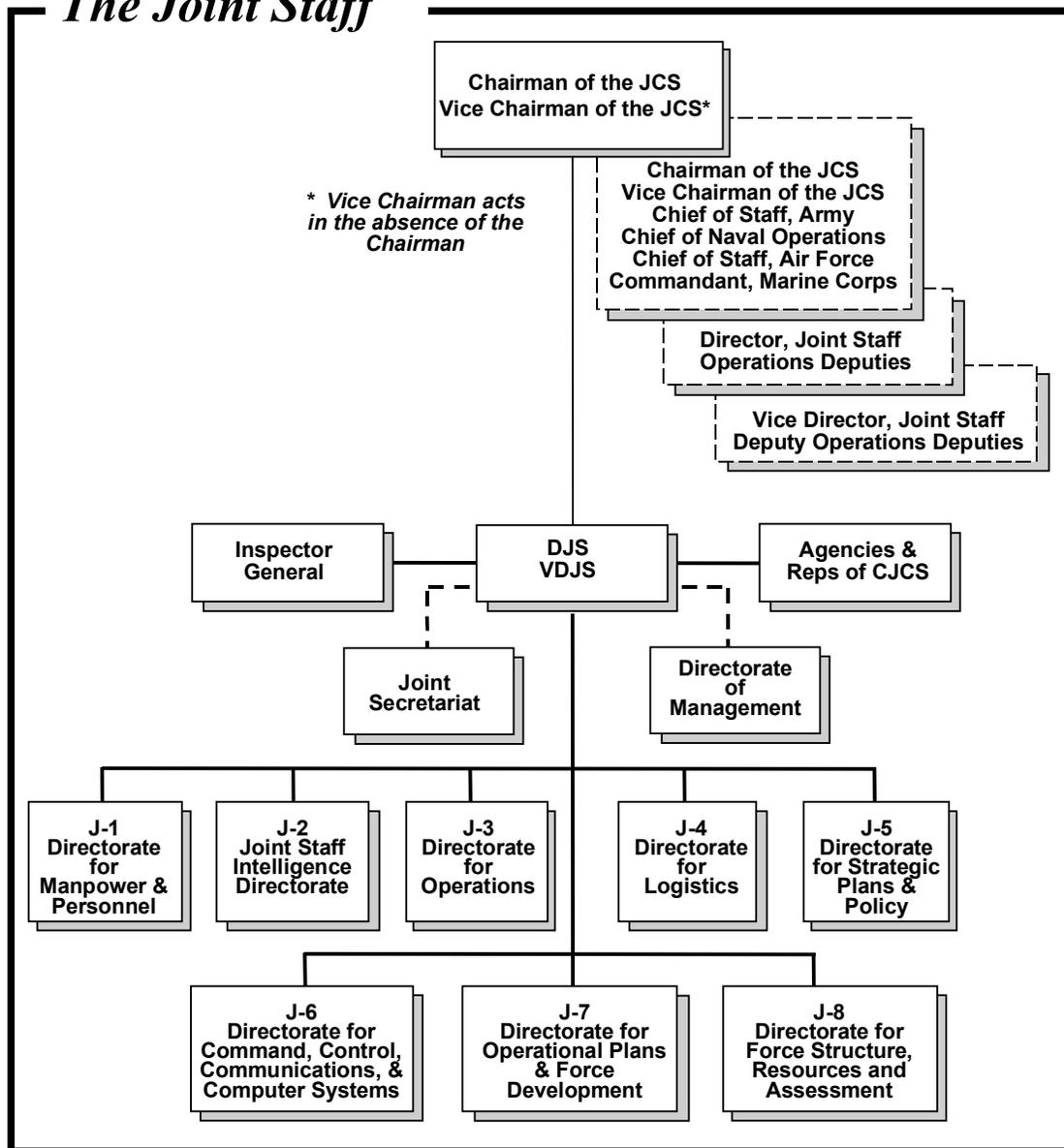
b. Today, the Joint Staff is under the exclusive direction of CJCS. The Joint Staff performs duties prescribed by the Chairman and does so under procedures established by the Chairman. The staff assists CJCS with **unified strategic direction** of the combatant forces; **unified operation** of the combatant commands; and the **integration** of land, naval, and air forces. Subject to the Chairman's authority, direction, and control, the Joint Staff assists other members of the Joint Chiefs of Staff in carrying out their responsibilities.

c. Joint Admin Pub 1-1, Organization and Functions of the Joint Staff, contains detailed information on the mission and functions of the Joint Staff. The organization of the Joint Staff is illustrated in **Figure 1-12**.

## 107. JOINT BOARDS, COMMISSIONS, AND COMMITTEES

a. **Organizations reporting to CJCS.** The diversity of offices within the Joint Staff and other organizations of the Joint Chiefs of Staff illustrates a wide range of functions and responsibilities. Among organizations reporting to CJCS are the CJCS representatives to international negotiations, e.g., Mutual and Balanced Force Reductions (MBFR), Strategic Arms Reduction Talks (START), and activities involved with politico-military affairs and defense in the Western Hemisphere, e.g., U.S. representation to the United Nations Military Staff Committee, and the Military Committee of NATO. Other activities include the National Defense University, the Joint Materiel Priorities and Allocations Board, and the Joint Transportation Board. **Figure 1-13** illustrates the organizations that report to CJCS.

## The Joint Staff

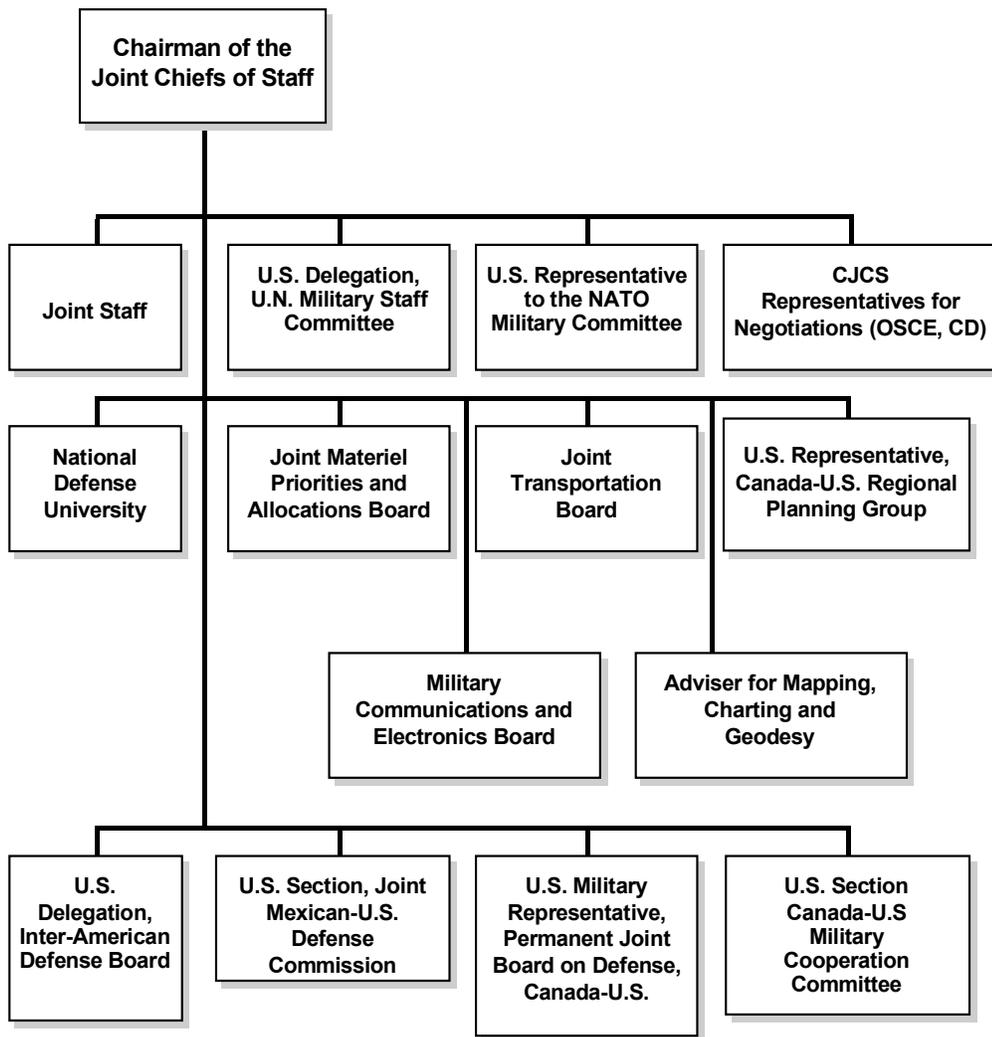


Reference: Joint Admin Pub 1.1, Organization and Functions of the Joint Staff

Figure 1-12

b. **Organizations reporting to the Secretary of Defense through CJCS.** Several defense agencies that report to the Secretary of Defense also support CJCS. CJCS has operational responsibilities for the Defense Information Systems Agency, the Defense Nuclear Agency, the Defense Logistics Agency, the Defense Intelligence Agency, and the National Imagery and Mapping Agency; and CJCS gives policy guidance and direction to other supporting organizations, including the Joint Tactical Command, Control, and Communications Agency; the Electromagnetic Compatibility Analysis Center; and the Military Communications-Electronics Board.

## *Organizations Reporting to the Chairman of the Joint Chiefs of Staff*



Reference: Joint Admin Pub 1.1

Figure 1-13

## 108. COMBATANT COMMANDS

### a. History

(1) The history of the current combatant command arrangement begins with the lessons learned in the Cuban campaign of the Spanish-American War. Between 1903 and 1942, the Joint Army and Navy Board sought cooperation between the Army and Navy, but accomplished little in the way of improving joint command. Decisions on joint matters in dispute between the Services went to the commander in chief. The President was the single “commander” who had a view of the entire military theater and authority over both the Army and Navy on-site commanders. Interestingly, one product of the Joint Board, an agreement on “mutual cooperation” in joint operations, was in effect at the time of the Japanese attack on Pearl Harbor in December 1941. The Army and Navy commanders at Pearl Harbor were personally committed to the system of military coordination by mutual cooperation. But cooperation failed. The congressional *Report on the Pearl Harbor Attack* concluded that there was a “complete inadequacy of command by mutual cooperation” and that the conduct of operations was in a “state of joint oblivion.” Early in World War II, the Joint Chiefs of Staff realized that the complexity of modern warfare required a unified command structure.

(2) Following the experiences of global warfare, the Services recognized the importance of unity of military effort achieved through the unified command of U.S. forces. In 1946 an “Outline Command Plan,” the first version of the *Unified Command Plan* was approved by President Truman. Then, quite unlike today, the unified commanders reported to their executive agents on the Joint U.S. Chiefs of Staff. The executive agents have alternately been the military chiefs of Services (World War II and 1948) and the civilian secretaries of the military departments (1953-1958). Understanding exactly what role Service chiefs had in the operational direction of military forces was frequently confusing.

(3) As discussed earlier, the National Security Act (NSA) of 1947 was the first definitive legislative statement “to provide for the effective strategic direction of the armed forces and for their operation under unified control and for their integration into an efficient team of land, naval, and air forces.” The act went on to say that it was the responsibility of the Joint Chiefs of Staff to “establish unified commands in strategic areas when such unified commands are in the interest of national security,” and the President would establish unified and specified combatant commands to perform military missions. The military departments would assign forces to the combatant commands; the responsibility for their support and administration would be assigned by the Secretary of Defense to a military department. Forces not assigned would remain under the authority of the military department.

(4) Unified and specified combatant commands were first described in the NSA of 1947 and the statutory definition of the combatant commands has not changed since then.

(a) **Unified Combatant Command.** A military command which has a **broad, continuing mission** under a single commander and which is composed of forces from **two or more military departments**.

(b) **Specified Combatant Command.** A military command which has a broad, continuing mission and which is **normally** composed of forces from **one military department**. There are currently no specified commands but the option to create such a command still exists.

(c) The term **combatant command** means a unified or specified command. The commander of a combatant command is designated **commander in chief (CINC)**.

b. **Chain of command.** An objective of the Goldwater-Nichols Act of 1986 was to **clarify the command line** to the combatant commanders and to preserve civilian control of the military. The act stated that the operational chain of command runs **from the President to the Secretary of Defense to the combatant commanders**. The act also stated that the President “may direct” that communications between the President or the Secretary of Defense and combatant commanders be transmitted through CJCS. In the *Unified Command Plan*, the President executed this option and directed that communications between the NCA and the combatant commander will be transmitted through CJCS. Further, by statute, the Secretary of Defense is permitted wide latitude to assign oversight responsibilities to CJCS in the Secretary’s control and coordination of the combatant commanders. This authority has been exercised in DOD Directive 5100.1 and other directives.

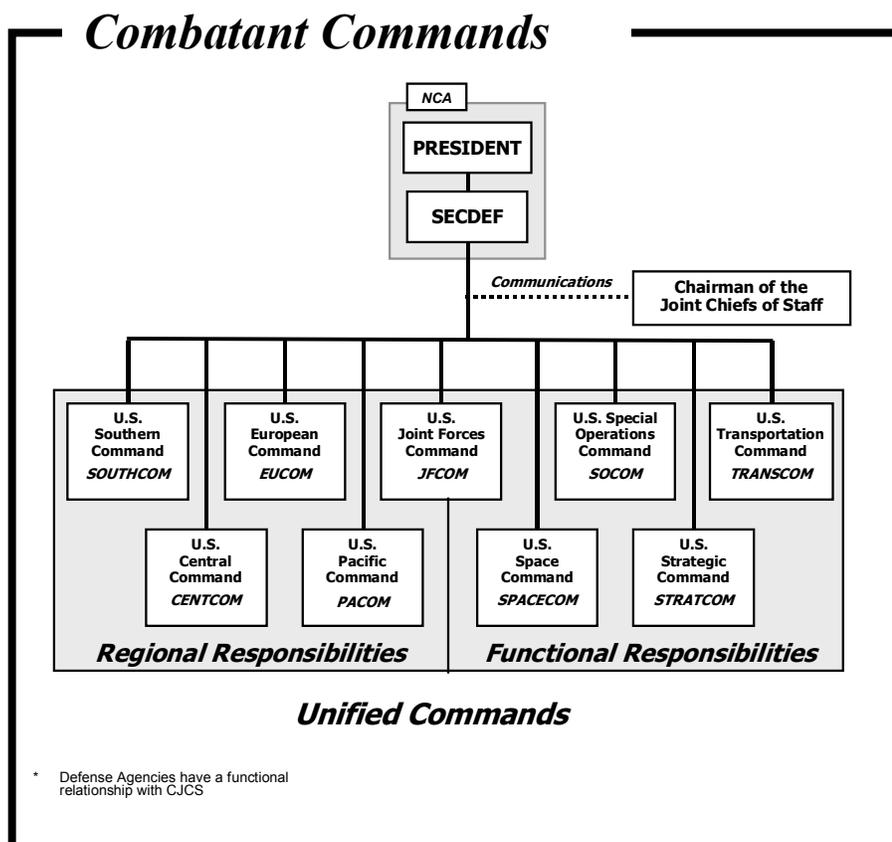
(1) The commanders of combatant commands exercise combatant command (command authority) (**COCOM**) of assigned forces and are directly responsible to the NCA for the performance of assigned missions and the preparedness of their commands. Combatant commanders prescribe the chain of command within their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

(2) The military departments operate under the authority, direction, and control of the Secretary of Defense. This branch of the chain includes all military forces within the respective Services not specifically assigned to commanders of combatant commands.

## 109. UNIFIED COMMAND PLAN

a. The *Unified Command Plan (UCP)* is the document that sets forth basic guidance to all combatant commanders. The UCP establishes combatant command missions, responsibilities, and force structure; delineates geographic areas of responsibility for geographic combatant commanders; and specifies functional responsibilities for functional combatant commanders. The unified command structure generated by the UCP is flexible, and changes as required to accommodate evolving U.S. national security needs. Title 10 USC 161 tasks CJCS to conduct a review of the UCP “not less often than every two years” and submit recommended changes to the President, through the Secretary of Defense. **Figure 1-14** illustrates the current combatant command structure.

(1) Five combatant commanders have **geographic area responsibilities**. These combatant commanders are each assigned an area of responsibility (AOR) by the *Unified Command Plan (UCP)* and are responsible for all operations within their designated areas: U.S. Joint Forces Command, U.S. Central Command, U.S. European Command, U.S. Pacific Command, and U.S. Southern Command.



Reference: Adapted from Joint Admin Pub 1.1

Figure 1-14

(2) There are four combatant commanders assigned worldwide **functional responsibilities** not bounded by geography: U.S. Space Command, U.S. Special Operations Command, U.S. Strategic Command, and U.S. Transportation Command.

b. Charts of the command organization of the combatant commands and selected multinational commands are shown on the following pages. The combatant command charts show major subordinate organizations and, where applicable, indicate formal associations with multinational or bi-national commands. All CINC positions are nominative (i.e., they can be held by an officer from any Service), although most are typically affiliated with one or two Services.

## 110. COMMAND RELATIONSHIPS

a. The effective use of the nation's armed forces requires a unity of effort in the direction and operation of diverse military resources. It also requires coordination among government departments and agencies within the executive branch, between the executive and legislative branches and non-governmental organizations, and among nations in any alliance or coalition. The President, as advised by the National Security Council, is responsible for the national strategic unity of effort. The Secretary of Defense, supported by the combatant commanders, the secretaries of the military departments, the Chiefs of Staff of the Services and CJCS, are responsible to the President for the national military unity of effort for creating, supporting, and employing military capabilities.

b. The Goldwater-Nichols Act reinforced the combatant commanders' accountability to the NCA for performing their assigned missions. With this accountability came the assignment of all authority, direction, and control that Congress considered necessary to execute the responsibilities of the combatant commanders. The act defined the command authority of the combatant commander as the authority to

- **give authoritative direction to subordinate commands**, including all aspects of military operations, joint training, and logistics;
- **prescribe the chain of command** within the command;
- **organize commands and forces** to carry out assigned missions;
- **employ forces** necessary to carry out assigned missions;
- **assign command functions** to subordinate commanders;
- coordinate and **approve administration, support, and discipline**; and
- exercise authority to **select subordinate commanders and combatant command staff**.

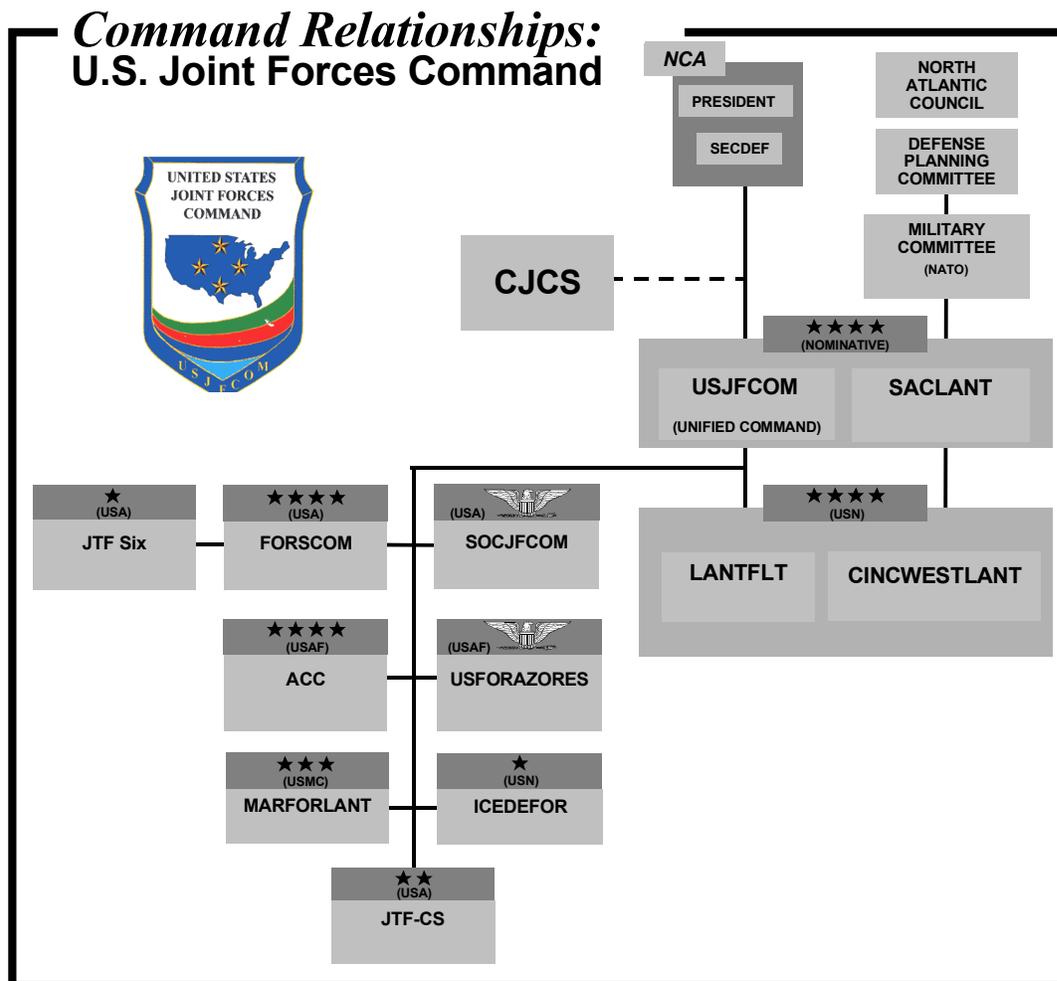


Figure 1-15

(1) This authority is termed “combatant command” and, subject to the direction of the President and the Secretary of Defense, resides only in the combatant commander.

**Combatant command (COCOM)** is fully defined in Joint Pub 0-2, *Unified Action Armed Forces (UNAAF)*, which basically says the following:

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

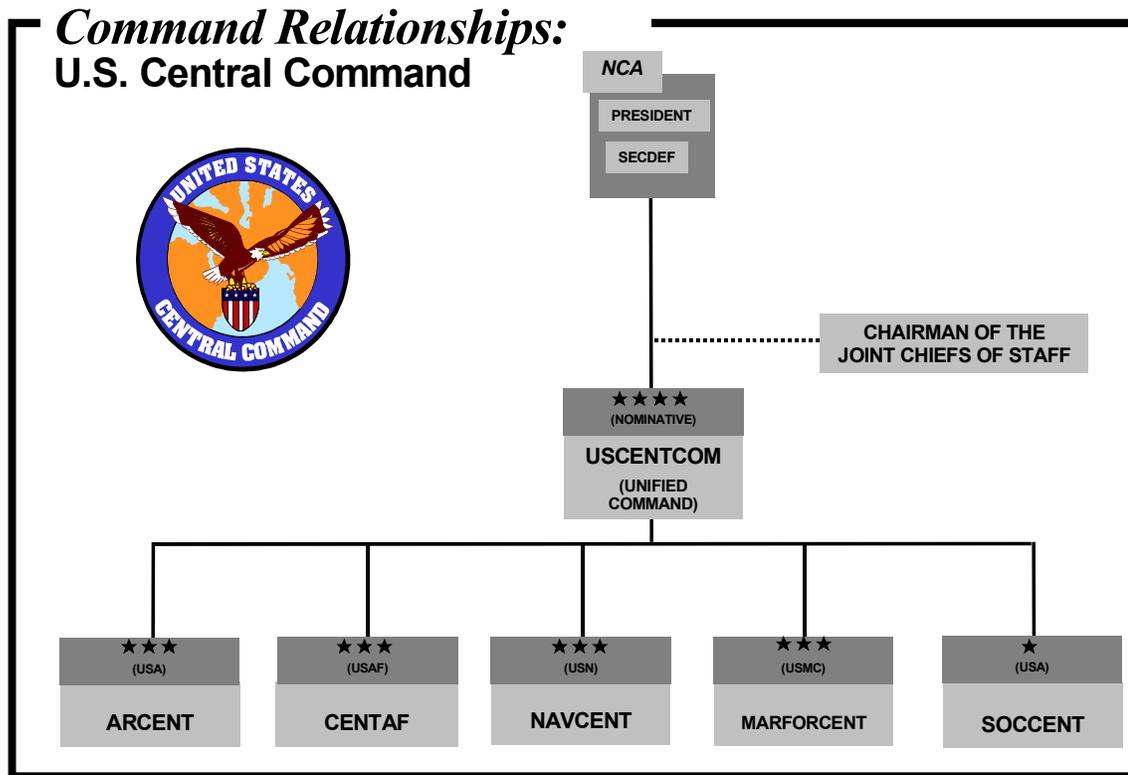


Figure 1-16

- COCOM is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training (or in the case of USSOCOM, training of assigned forces), and logistics necessary to accomplish the missions assigned to the command.
- COCOM should be exercised through the commanders of subordinate organizations. Normally, this authority is exercised through component commanders.
- COCOM provides full authority to organize and employ commands and forces as the combatant commander considers necessary to accomplish assigned missions.

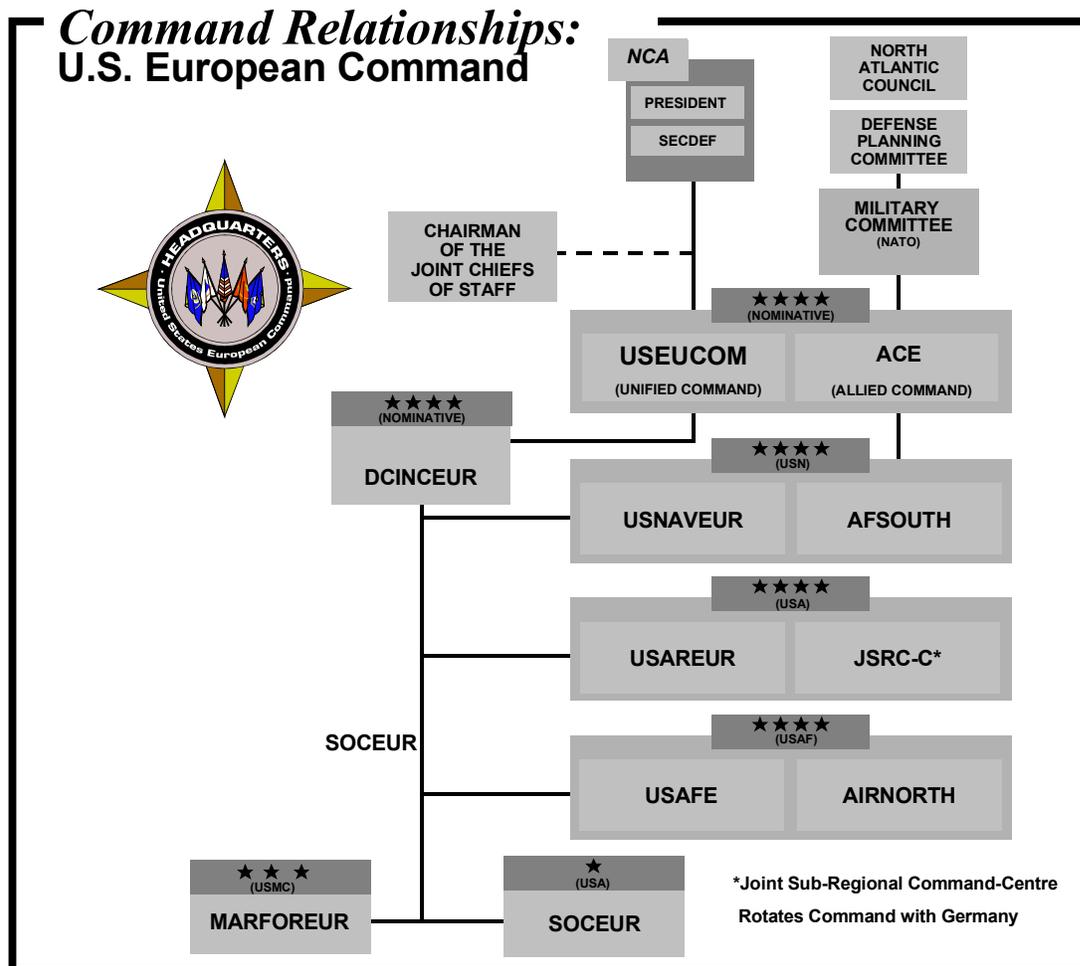


Figure 1-17

(2) COCOM includes **directive authority for logistics**, which supports the combatant commander's responsibility to effectively **execute operational plans, maintain effectiveness and economy** of operation, and **prevent or eliminate unnecessary duplication** of facilities and overlapping functions among Service component commands. COCOM gives the supported or supporting CINC the statutory authority, whether over assigned forces or forces designated by the Secretary of Defense, to direct all aspects of logistics necessary to accomplish a mission. Normally this authority is exercised through subordinate joint force commanders and Service component commanders.

- Unless otherwise directed by the Secretary of Defense, and subject to the authority of the combatant commander, military departments are still responsible for logistics and administrative support of forces assigned or attached to the combatant commands.

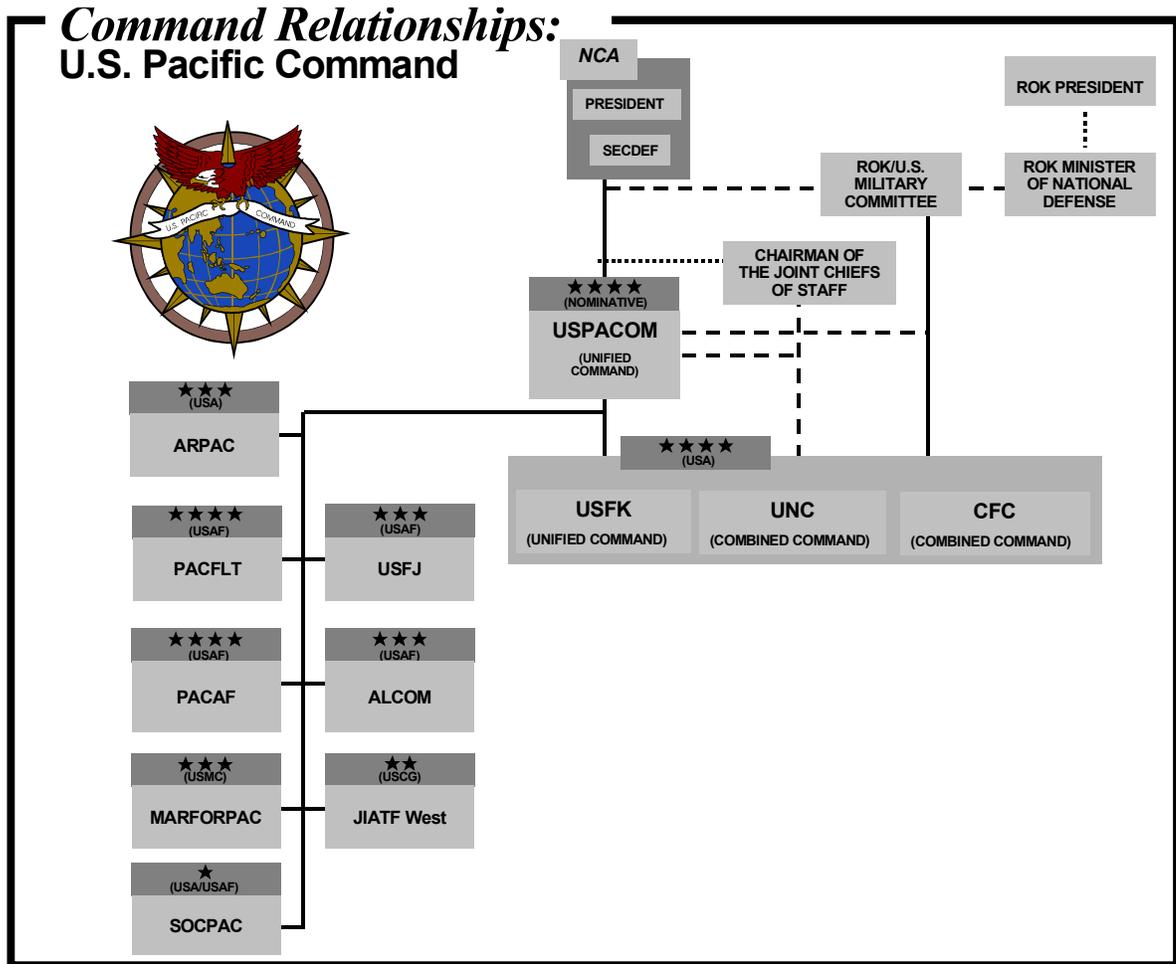


Figure 1-18

- Under peacetime conditions, the scope of the logistic and administrative authority exercised by a CINC will be consistent with the peacetime limitations imposed by legislation, DOD policy and regulations, budgetary considerations, and local conditions. Disputes are referred to the military department for consideration; failure to receive timely resolution there allows the CINC to forward the matter through CJCS to the Secretary of Defense for resolution.

- During **crisis action, wartime conditions** or where **critical situations** make diversion of the normal logistic process necessary, the logistic and administrative authority of CINCs enable them to use of all facilities and supplies of all forces under their command as necessary for accomplishing their missions. Joint logistics doctrine and policy developed by CJCS establishes wartime logistics support guidance to assist CINCs in conducting operations.

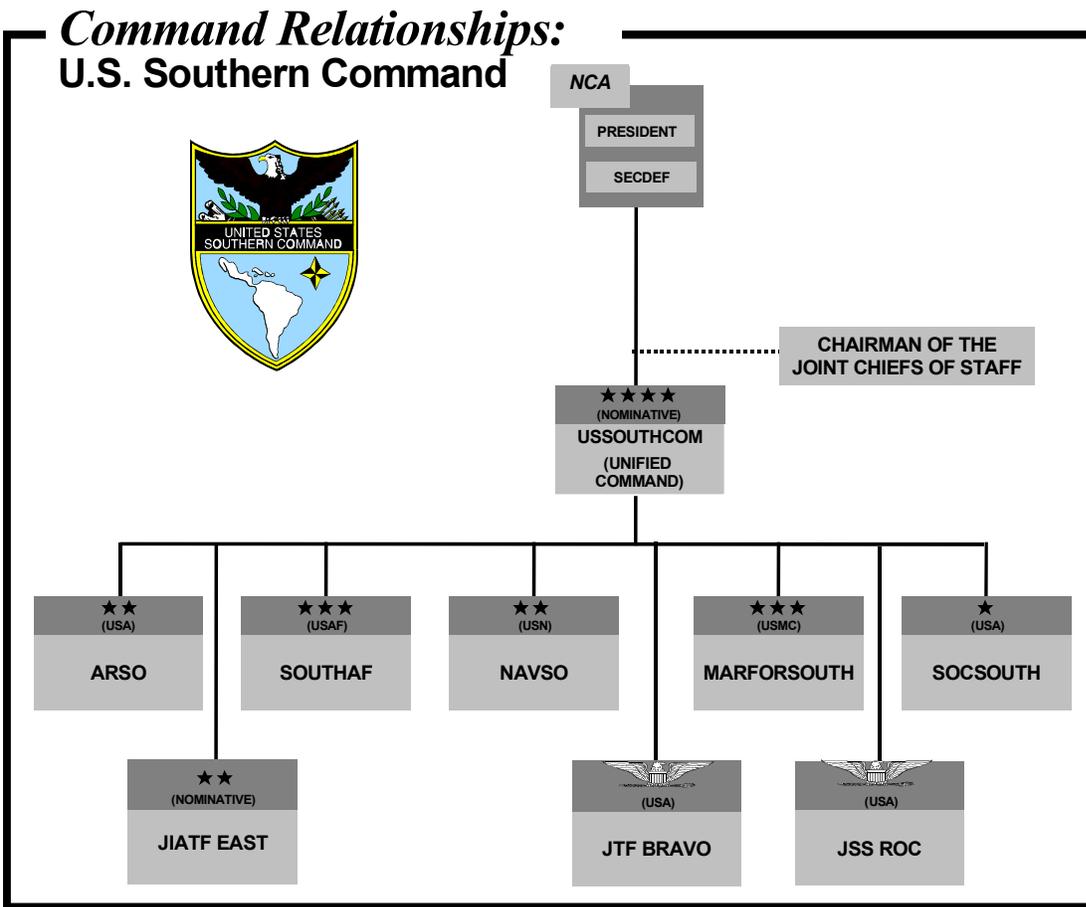


Figure 1-19

- The CINCs have approval authority over Service logistics programs that will have significant effects on operational capability or sustainability. Disputes in this area may be settled by the Secretary of Defense through CJCS.

c. **Operational control (OPCON)** is a level of command authority used frequently in the execution of joint military operations. OPCON is defined in UNAAF as follows:

- OPCON is the command authority which may be exercised by commanders at any echelon at or below the level of combatant command and can be delegated or transferred.

- 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.

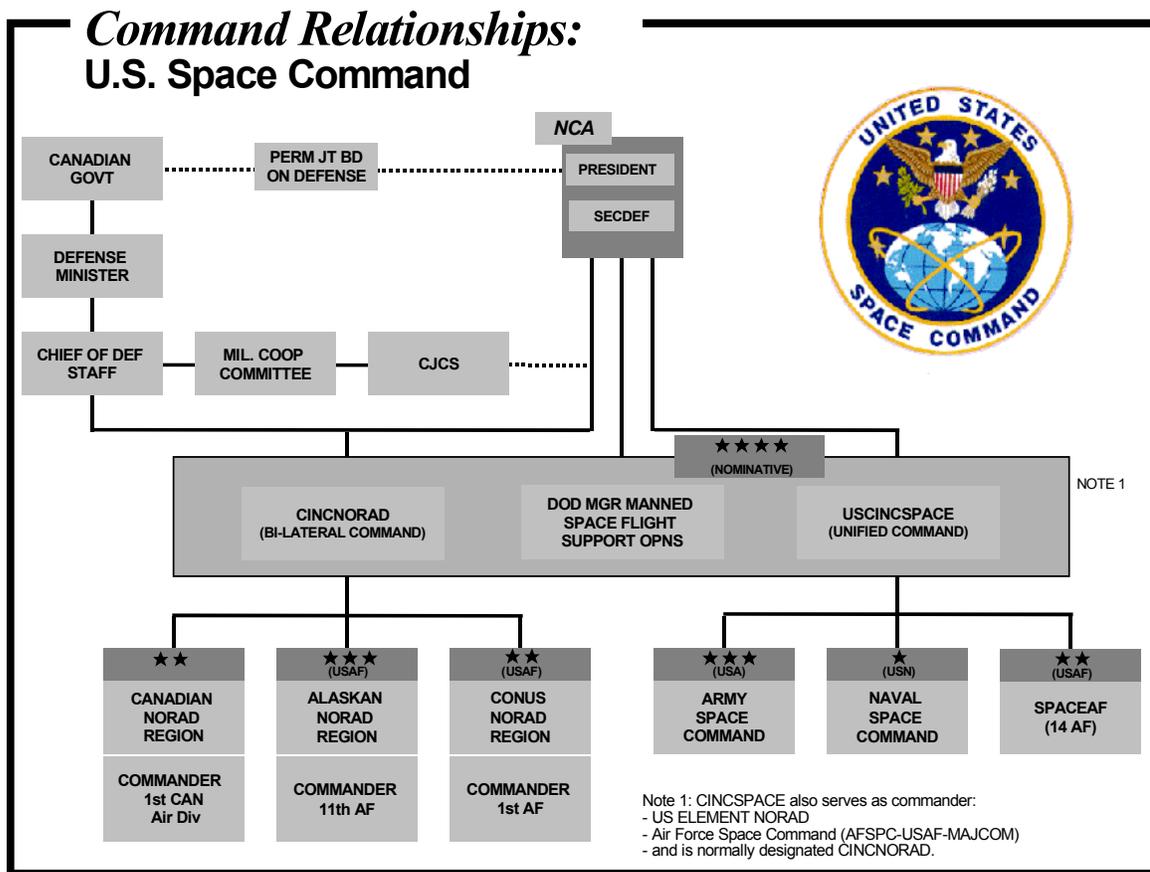


Figure 1-20

- OPCON includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command. It should be exercised through the commanders of subordinate organizations; normally, this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders.

- OPCON does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training. These elements of COCOM must be specifically delegated by the combatant commander. OPCON does include the authority to delineate functional responsibilities and geographic joint operations areas of subordinate joint force commanders.

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

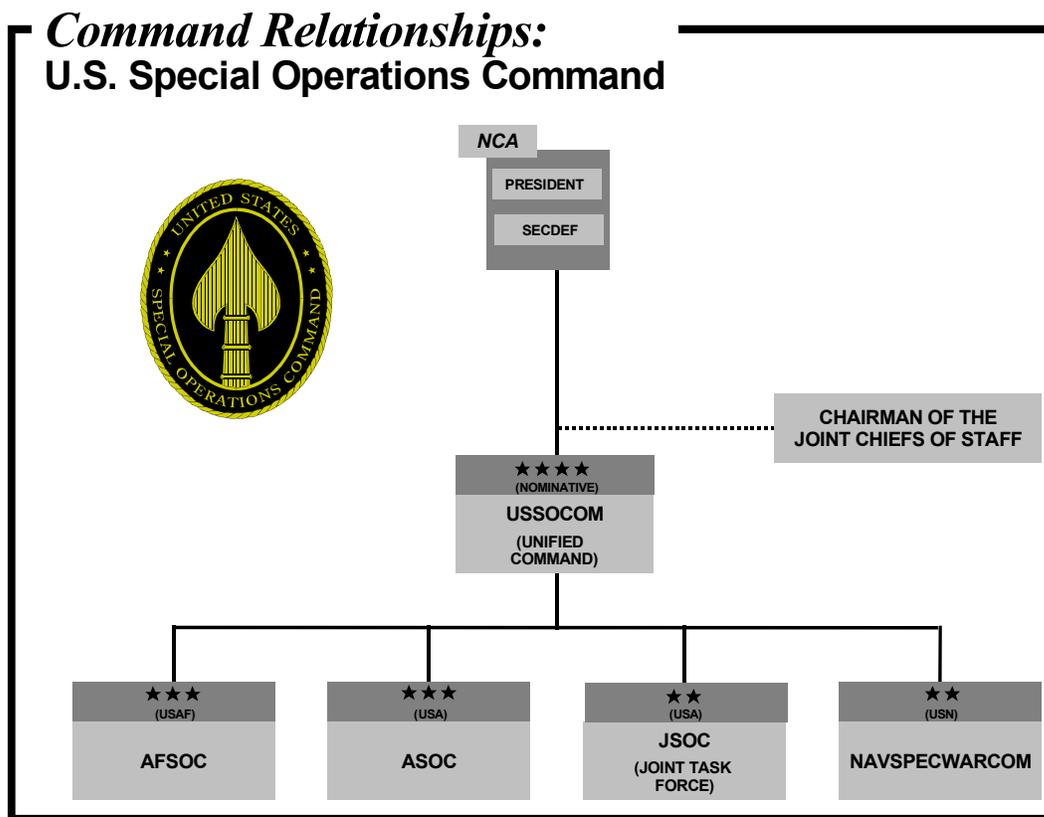


Figure 1-21

e. **Support** is a command authority. A support relationship is established by a superior commander between subordinate commands when one organization should aid, protect, complement, or sustain another force. Support may be exercised by commanders at any echelon at or below the level of combatant command. This includes the NCA designating a support relationship between combatant commanders as well as within a combatant command. The designation of supporting relationships is important as it conveys priorities to commanders and staffs who are planning or executing joint operations. The support command relationship is, by design, a somewhat vague but very flexible arrangement. The establishing authority (the common superior commander) is responsible for ensuring that both the supported and supporting commander understand the degree of authority the supported commander is granted.

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

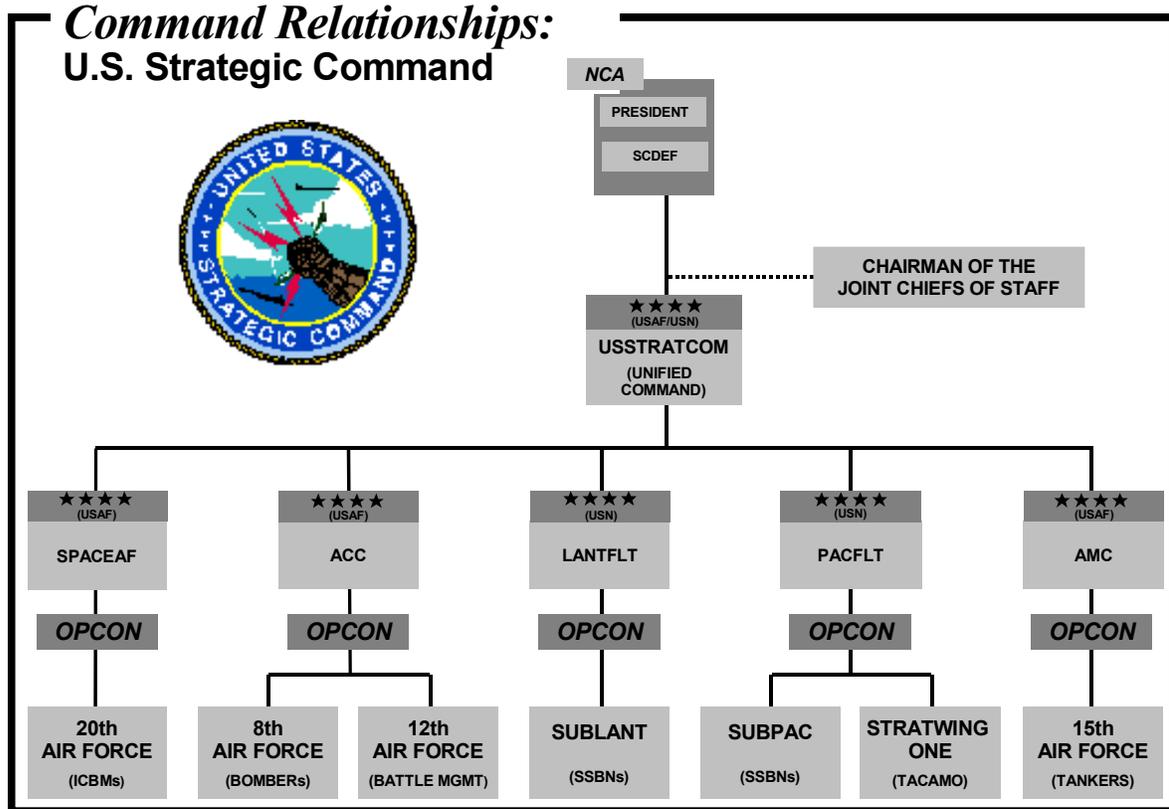


Figure 1-22

(1) **Administrative control (ADCON)** is the direction or exercise of authority over subordinate or other organizations in respect to administration and support, including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, and discipline and other matters not included in the operational missions of the subordinate or other organizations. ADCON is synonymous with administration and support responsibilities identified in Title 10 USC. This is the **authority necessary to fulfill military department statutory responsibilities for administration and support**. ADCON may be delegated to and exercised by commanders of Service forces assigned to a combatant commander at any echelon at or below the level of Service component command. ADCON is subject to the command authority of combatant commanders.

(2) **Coordinating Authority.** Coordinating authority may be exercised by commanders or individuals at any echelon at or below the level of combatant command. Coordinating authority is the authority delegated to a commander or individual for coordinating specific functions and activities involving forces of two or more military departments or two or more forces of the same Service. The commander or individual has the authority to require consultation between the agencies involved but does not have the

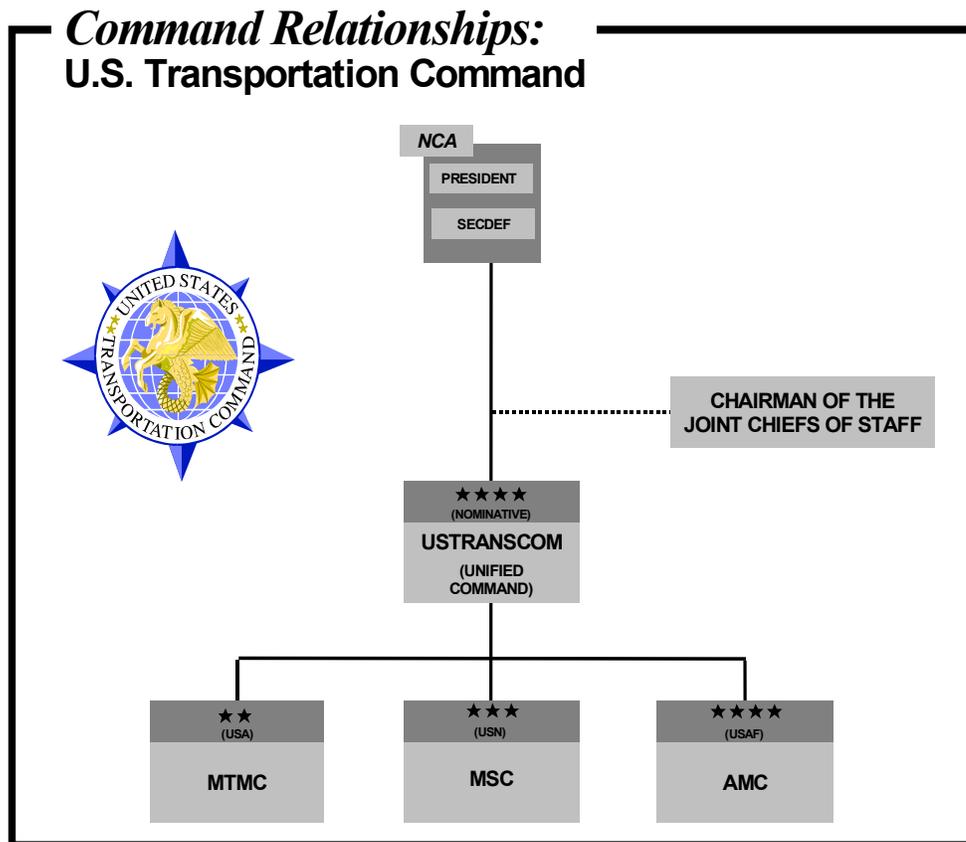


Figure 1-23

authority to compel agreement. The common task to be coordinated will be specified in the establishing directive without disturbing the normal organizational relationships in other matters. Coordinating authority is a consultation relationship between commanders, not an authority by which command may be exercised. It is more applicable to planning and similar activities than to operations. Coordinating authority is not in any way tied to force assignment. Assignment of coordinating authority is based on the missions and capabilities of the commands or organizations involved.

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

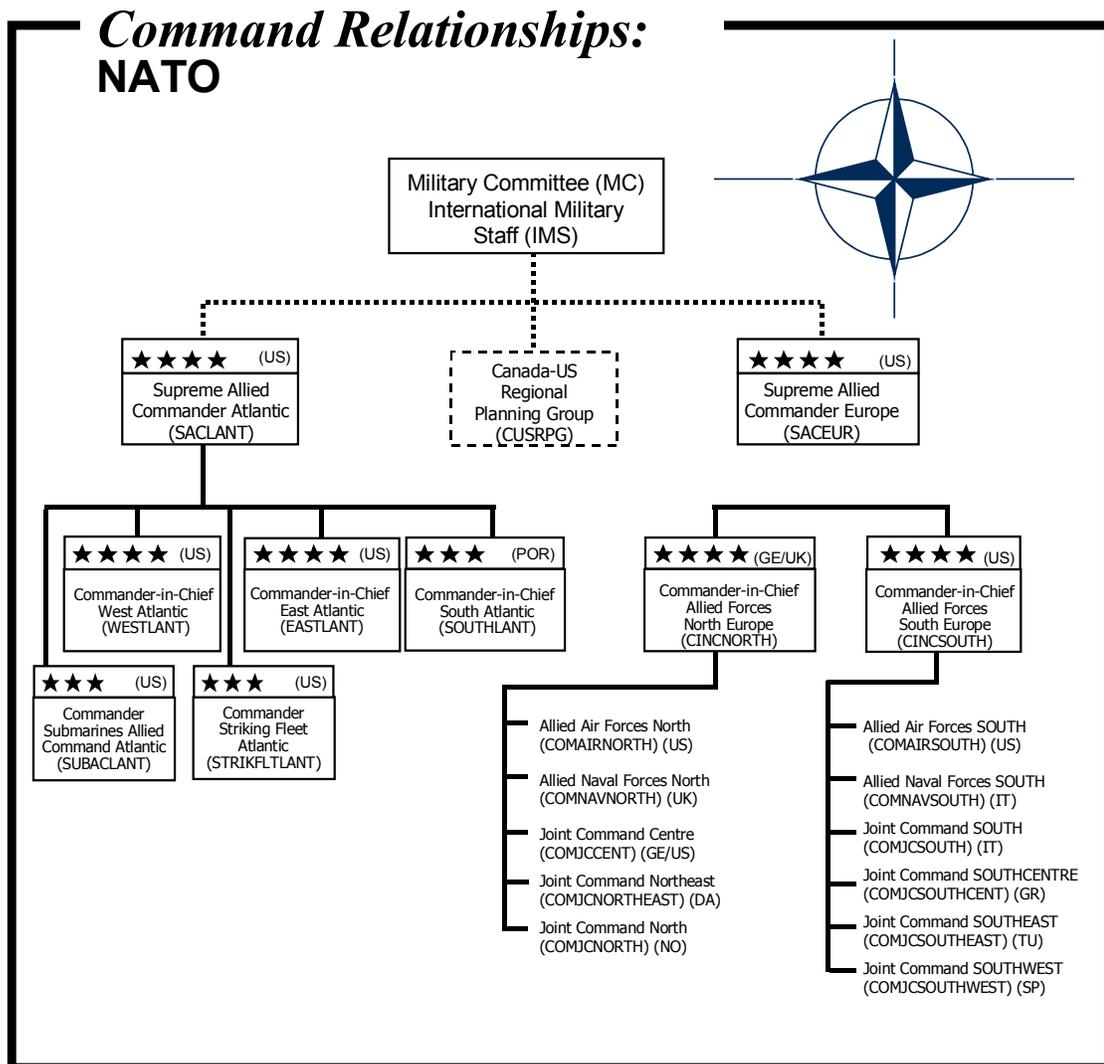


Figure 1-24

g. **Role of the Chairman of the Joint Chiefs of Staff.** The role of CJCS in the chain of command of the combatant commands is threefold.

(1) As stated, **communications** between the NCA and the combatant commanders pass through CJCS. With this communications responsibility come the myriad duties associated with assisting and advising the President and Secretary of Defense in the direction and control of the combatant commands.

(2) **Oversight** of the activities of combatant commands in matters dealing with the statutory responsibility of the Secretary of Defense falls to CJCS. This includes recommending changes in assignment of functions, roles, and missions to achieve maximum effectiveness of the armed forces.

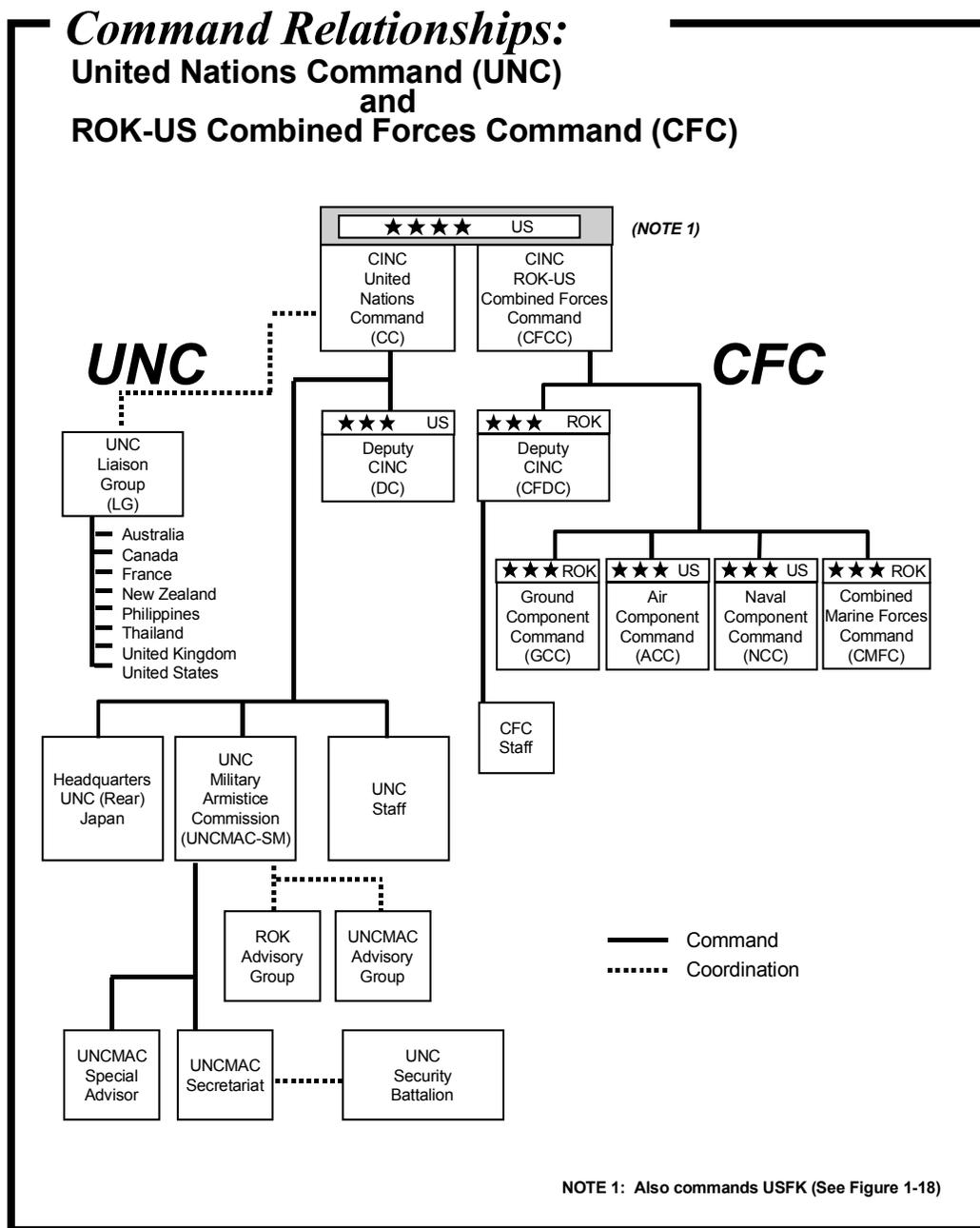
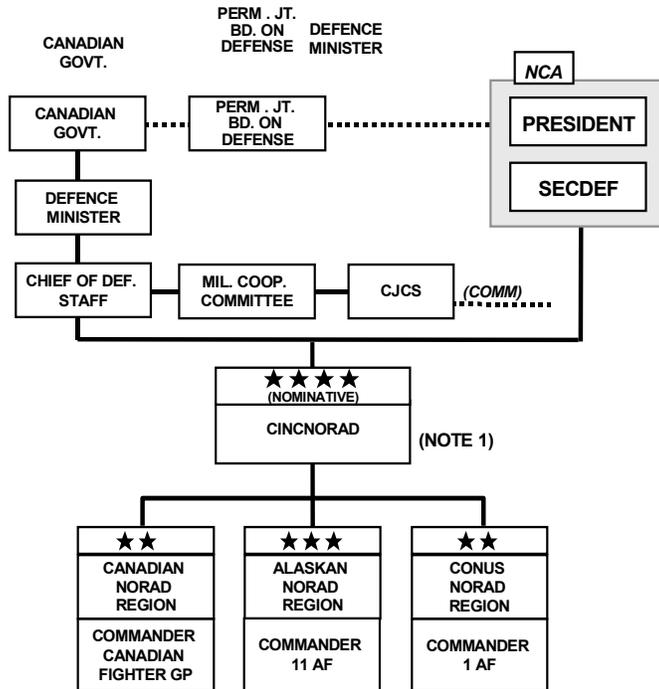


Figure 1-25

(3) CJCS is **the spokesman** for the combatant commanders, including comments on the summary and analysis of requirements, programs, and budget.

h. **Assignment and Transfer of Forces.** Title 10 USC 162 requires the secretaries of the military departments to assign all forces under their jurisdiction to the combatant commands or U.S. Element NORAD except (unless otherwise directed by the Secretary of Defense) those forces required to conduct service functions as noted in 10 USC 162.

## Command Relationships: NORAD



**NOTE 1:** CINC NORAD is also USCINSPACE.

**NOTE 2:** J-1, J-2, J-4 and J-6 staff directorates are shared between NORAD and USSPACECOM. Each command has its own J-3 and J-5.

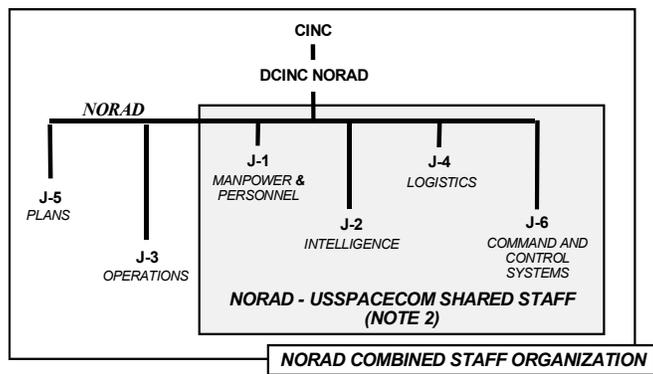


Figure 1-26

The assignment of forces is accomplished by the Secretary of Defense “**Forces for Unified Commands**” memorandum. Forces assigned or attached to a combatant command may be transferred from that command only as directed by the Secretary of Defense and under procedures prescribed by the Secretary of Defense and approved by the President. Establishing authorities for subordinate unified commands and joint task forces may direct the assignment or attachment of their forces to those subordinate commands as appropriate.

(1) Forces, not command relationships, are transferred between commands. When forces are transferred, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over those forces must be specified.

(2) The combatant commander exercises combatant command (command authority) (COCOM) over forces *assigned* or reassigned by the NCA. Subordinate joint force commanders (JFCs) will exercise OPCON over assigned or reassigned forces. Forces are assigned or reassigned when the transfer of forces will be permanent or for an unknown period of time, or when the broadest level of command and control is required or desired. OPCON of assigned forces is inherent in COCOM and may be delegated within the combatant command by the CINC or between combatant commands by the Secretary of Defense.

(3) The combatant commander normally exercises OPCON over forces *attached* by the NCA. Forces are attached when the transfer of forces will be temporary. Establishing authorities for subordinate unified commands and joint task forces will normally direct the delegation of OPCON over forces attached to those subordinate commands.

(4) In accordance with the “Forces for Unified Commands” document and the *Unified Command Plan*, all forces operating within the geographic areas assigned to a combatant command will be assigned or attached to and under the command of the commander of that command, *except as otherwise directed by the President or the Secretary of Defense*. Forces directed by the President or the Secretary of Defense may conduct operations from or within any geographic areas as required for accomplishing assigned tasks, as mutually agreed by the commanders concerned or as directed by the President or Secretary of Defense. Transient forces do not come under the chain of command of the area commander solely by their movement across area of responsibility (AOR)/joint operations area (JOA) boundaries.

i. **Combatant command structure.** Combatant commands can adopt six doctrinal organization options to organize subordinate forces: (1) subordinate unified command, (2) joint task force, (3) functional component, (4) service component, (5) single service component, or (6) specific operational forces that must, because of the situation, remain immediately responsive to the CINC. These options are not meant to be restrictive and do not in any way limit the CINCs’ authority to organize their forces as they see

fit. **Figures 1-27** and **1-28** summarize the basic organizational differences found in UNAAF between combatant commands and their subordinates.

## 111. JOINT STAFFS

**Reference:** Joint Pub 0-2, *Unified Action Armed Forces (UNAAF)*

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

b. **Definition.** A joint staff is defined in Joint Pub 1-02 as the staff of a commander of a unified or specified command, subordinate unified command, joint task force, or subordinate functional component (when a functional component command will employ forces from more than one military department), which includes members from the several Services comprising the force. These members should be assigned in such a manner as to ensure that the commander understands the tactics, techniques, capabilities, needs, and limitations of the component parts of the force. Positions on the staff should be divided so that Service representation and influence generally reflect the Service composition of the force.

c. **Principles.** Joint Pub 0-2 outlines the principles and basic doctrine that govern the organization, activities, and performance of a joint force staff.

(1) A joint force commander (JFC) is authorized to organize the staff as deemed necessary to ensure unity of effort and accomplishment of assigned missions.

(2) Members of the joint staff are responsible to the joint force commander.

(3) The joint force commander should ensure that the recommendations of any member of the staff receive consideration.

(4) Authority to act in the name of the commander must be specifically prescribed by the commander.

(5) Orders and directives to subordinate units are issued in the name of the commander and, generally, to the next subordinate command, rather than directly to elements of that subordinate command.

## SUMMARY OF JOINT ORGANIZATIONS

	<b>Unified Combatant Command</b>	<b>Subordinate Unified Command</b>
<b><i>Establishing Authority</i></b>	President through the Secretary of Defense with advice & assistance of CJCS	Unified commander, when authorized by CJCS
<b><i>Mission Criteria</i></b>	Any combination of the following, with significant forces of two or more military departments involved: <ul style="list-style-type: none"> <li>• A large-scale operation requiring positive control of tactical execution by a large and complex force</li> <li>• A large geographic or functional area requiring single responsibility for effective coordination of the operations therein</li> <li>• Common utilization of limited logistic means</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct operations on a continuing basis per criteria of a unified command</li> </ul>
<b><i>Commander's Responsibilities</i></b>	<ul style="list-style-type: none"> <li>• Plan and conduct military operations in response to crises, including the security of the command and protection of the United States, its possessions and bases against attack or hostile incursion</li> <li>• Maintain the preparedness of the command to carry out missions assigned to the command</li> <li>• Carry out assigned missions, tasks, responsibilities</li> <li>• Assign tasks to, and direct coordination among, the subordinate commands to ensure unity of effort in the accomplishment of the assigned missions</li> <li>• Communicate directly with the Chiefs of the Services, the Chairman of the Joint Chiefs of Staff, the Secretary of Defense, and subordinate elements</li> <li>• Keep the Chairman of the Joint Chiefs of Staff promptly advised of significant events and incidents that occur in the functional or geographic area of responsibility, particularly incidents that could create national or international repercussions</li> </ul>	<ul style="list-style-type: none"> <li>• Responsibilities similar to the unified commander's</li> </ul>
<b><i>Forces</i></b>	<ul style="list-style-type: none"> <li>• Significant forces of two or more military departments</li> </ul>	<ul style="list-style-type: none"> <li>• Significant assigned or attached forces of two or more Services</li> </ul>
<b><i>Authority of the Commander</i></b>	Combatant command (command authority), i.e., <ul style="list-style-type: none"> <li>• Authoritative direction for logistics/joint training</li> <li>• Prescribe chain of command; select commanders &amp; staff</li> <li>• Organize commands/forces; employ forces</li> <li>• Assign command functions</li> <li>• Coordinate/approve admin &amp; support</li> <li>• In the event of a major emergency in the AOR requiring the use of all available forces, may assume temporary OPCON of all forces in the assigned AOR</li> <li>• In an unusual situation, may exercise COCOM directly of subordinate elements</li> </ul>	<ul style="list-style-type: none"> <li>• Similar to unified command within the assigned area of responsibility, except authorized only operational control</li> </ul>
<b><i>Notes</i></b>	<ul style="list-style-type: none"> <li>• Combatant command (command authority) through components, subordinate unified commands, joint task forces, attaching elements of one force to another, and directly to specific operational forces</li> <li>• Commander's staff: key staff positions represented by Services assigned, balanced by composition of forces &amp; character of operations</li> </ul>	Exercises Operational Control through <ul style="list-style-type: none"> <li>- components</li> <li>- joint task forces</li> <li>- attaching elements of one force to another</li> <li>- directly to specific operational forces</li> </ul>

Reference: Joint Pub 0-2, UNAAF

Figure 1-27

## SUMMARY OF JOINT ORGANIZATIONS (cont'd.)

	<b>Combatant Commander's Service Component Command</b>	<b>Functional Component Command</b>	<b>Joint Task Force</b>
<b><i>Establishing Authority</i></b>		Combatant commander, and commanders of subunified commands and JTFs	<ul style="list-style-type: none"> <li>• Secretary of Defense</li> <li>• Combatant commander</li> <li>• Subordinate unified command</li> <li>• Existing JTF</li> </ul>
<b><i>Mission Criteria</i></b>			<ul style="list-style-type: none"> <li>• Specific limited objective</li> <li>• Does not require centralized control of logistics</li> <li>• Requires close integration of effort</li> <li>• Requires coordination of local defense of subordinate area</li> </ul>
<b><i>Commander's Responsibilities</i></b>	<ul style="list-style-type: none"> <li>• Recommend proper employment of forces</li> <li>• Accomplish operational missions</li> <li>• Select units for assignment to subordinate forces</li> <li>• Conduct joint training</li> <li>• Inform CINC of proposed changes in logistics support</li> <li>• Under crisis action or wartime, implement CINC's logistics directives</li> <li>• Develop program and budget requests that comply with CINC's guidance</li> <li>• Inform CINC of program and budget decisions that affect planning</li> <li>• General functions: internal administration and discipline, training, logistics functions, intelligence</li> <li>• Furnish force data to support assigned missions</li> </ul>	<ul style="list-style-type: none"> <li>• Recommend proper employment of forces</li> <li>• Accomplish assigned operational missions</li> <li>• Conduct joint training</li> </ul>	<ul style="list-style-type: none"> <li>• Recommend proper employment of assigned forces</li> <li>• Accomplish assigned operational missions</li> <li>• Jointly train assigned forces</li> </ul>
<b><i>Forces</i></b>	<ul style="list-style-type: none"> <li>• All Service forces, such as individuals, units, detachments, organization, and installations under the command assigned to the unified command</li> </ul>	<ul style="list-style-type: none"> <li>• Normally, but not necessarily, forces of two or more military departments</li> </ul>	<ul style="list-style-type: none"> <li>• Assigned forces of two or more military departments on a significant scale</li> <li>• Assigned by establishing authority</li> </ul>
<b><i>Authority of the Commander</i></b>	<ul style="list-style-type: none"> <li>• Internal administration and discipline</li> <li>• Training of Service forces</li> <li>• Logistics, except as otherwise directed by the CINC</li> <li>• Service intelligence matters</li> </ul>	<ul style="list-style-type: none"> <li>• As determined by the designating commander</li> </ul>	<ul style="list-style-type: none"> <li>• Exercises OPCON over assigned &amp; normally over attached forces</li> </ul>
<b><i>Notes</i></b>	<ul style="list-style-type: none"> <li>• Commander is senior officer of Service assigned to a combatant command and qualified for command</li> </ul>	<ul style="list-style-type: none"> <li>• Performs operational missions of long or short duration</li> <li>• Commander designated by establishing authority may be Service component commander with concurrence of JFC</li> </ul>	<ul style="list-style-type: none"> <li>• JTF is dissolved when purpose has been achieved</li> <li>• Commander may be a component commander selected with concurrence of CINC</li> </ul>

Reference: Joint Pub 0-2, UNAAF

Figure 1-28

(6) Authorization is generally given to communicate directly between appropriate staff officers of other commands to expedite execution of orders and directives and to promote teamwork between commands.

(7) Each staff division must coordinate its action and planning with the other staff divisions.

(8) The **staff channel** is the term used to describe the channel by which commanders interact with staffs. It also describes the channel by which staff officers contact their counterparts at higher, adjacent, and subordinate headquarters. These staff-to-staff contacts are for coordination and cooperation only.

d. **Staffing.** The establishing authority of a joint organization provides for the furnishing of necessary staff personnel. As on any staff, the number of people should be kept to the minimum and matched to the assigned task. Staff members should be detailed for sufficiently long periods to gain and use the required experience. The officers on the joint staff must be competent to advise the commander in areas concerning their respective Services.

e. **Organization.** **Figure 1-29** illustrates the broad functional subdivisions of a typical joint staff organization that are outlined in Joint Pub 0-2. The commander's staff is broadly categorized into personal staff, special staff, and general or joint staff divisions.

(1) The chief of staff (COS) is the **principal staff officer, assistant, and adviser to the JFC**. The COS coordinates and directs the work of the staff divisions. For internal administrative matters, the COS may be assisted by a secretary of the joint staff. In addition, some staffs have deputy chiefs of staff to assist the COS.

(2) The **personal staff group** is directly responsible to the commander. It includes any assistants needed to handle matters requiring close personal control by the commander. The commander's aide or aide-de-camp, legal advisor, public affairs adviser, inspector general, and political adviser are generally on the commander's personal staff.

(3) The **special staff group** assists the commander and the joint staff with technical, administrative, or tactical matters, e.g., comptroller, facility engineering, medical, weather, quartermaster, and transportation affairs. The special staff is usually small, with experts found on the component command staffs or within the joint staff divisions.

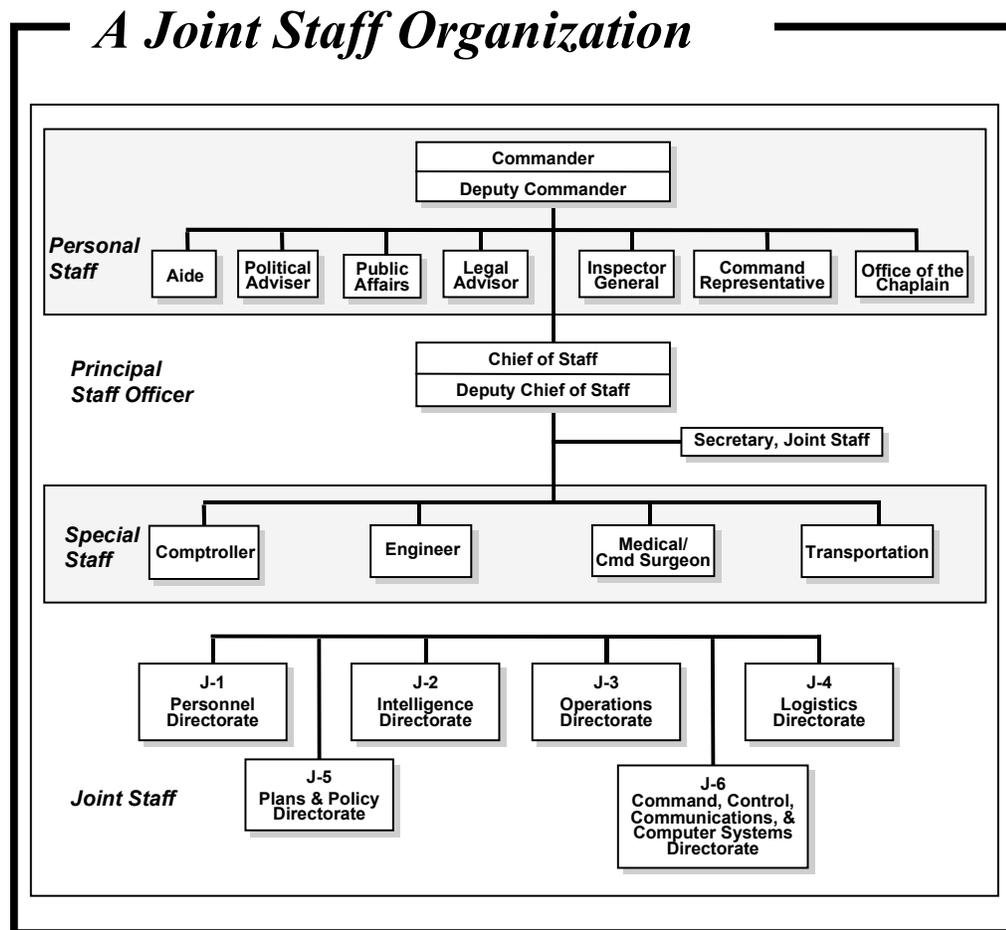


Figure 1-29

(4) The principal functional divisions or directorates of the JFC's staff are known as the **joint staff group**. The function of the joint staff is to execute the responsibilities of the commander, e.g., developing policy, preparing and coordinating plans, and overseeing all functions assigned to the commander. Depending on the staff, the staff subdivision may be headed by an assistant chief of staff or director. Joint force commanders have the authority and latitude to establish the staff organization required to fulfill the command's responsibilities.

- **Manpower and personnel division (J-1).** This division manages personnel and administration, develops personnel policies, administers military and civilian personnel within the command, and administers prisoners of war.

- **Intelligence division (J-2).** The J-2 division's function is to ensure the availability of reliable intelligence and timely indications and warnings on the characteristics of the area of operations and the location, activities, and capabilities of the enemy.

J-2 emphasis is on the enemy. Activities may include HUMINT and counterintelligence, target identification and selection, and electronic intelligence gathering and analysis.

- **Operations division (J-3).** The operations division assists the JFC in the direction and control of operations. Its work begins with the initial planning and extends through the integration and coordination of joint operations.

- **Logistics division (J-4).** The division develops logistics plans and coordinates and supervises supply, maintenance, repair, evacuation, transportation, construction, and related logistics activities. Responsibilities may include weapons surety, civil engineering support, transportation management, etc. Because logistics support is primarily a Service responsibility, the thrust of joint logistics operations may be to coordinate Service programs and integrate them with the joint commander's concept of support. Knowledge of Service policies and doctrine is essential.

- **Plans and policy division (J-5).** This division does the long-range planning. It prepares campaign, concept, and operation plans, and the associated Commander's Estimate of the Situation. Often, the J-5 is responsible for special weapons planning. In commands without a separate J-5 division, the function is performed by the operations division.

- **Command, control, communications, and computer systems division (J-6).** This division may be found with a variety of names and designators: Command, Control, Communications Systems; Communications-Electronics and Automated Systems Division; Command, Control, Communications, Computers, and Intelligence Division; etc. It uses organizational codes such as J-6, C3, C4, C4I, C3S, etc. The functions of the division include handling command responsibilities for communications and frequency control, tactical communications planning and execution, and management and development of electronics and automatic information systems.

A more detailed description of the basic functions of the principal joint staff divisions is shown in **Figure 1-30**.

Nontraditional divisions are also found in many commands.

- **Security assistance division.** The mission of supporting military and economic aid to countries within a joint commander's area of operations is complex and vitally important to U.S. foreign policy. This function may be found in a separate division or as a part of the logistics division.

## FUNCTIONS OF JOINT STAFF DIVISIONS

DIRECTORATE OR DIVISION	RESPONSIBILITIES
<b><i>Manpower and Personnel (J-1)</i></b>	<ul style="list-style-type: none"> <li>• Manage manpower</li> <li>• Formulate personnel policies</li> <li>• Supervise administration of personnel, including civilians and prisoners of war</li> </ul>
<b><i>Intelligence (J-2)</i></b>	<ul style="list-style-type: none"> <li>• Ensure availability of sound intelligence on area and enemy locations, activities, and capabilities</li> <li>• Direct intelligence efforts on proper enemy items of interest</li> <li>• Ensure adequate intelligence coverage and response</li> <li>• Disclose enemy capabilities and intentions</li> </ul>
<b><i>Operations (J-3)</i></b>	<ul style="list-style-type: none"> <li>• Assist in direction and control of operations</li> <li>• Plan, coordinate, and integrate operations</li> </ul>
<b><i>Logistics (J-4)</i></b>	<ul style="list-style-type: none"> <li>• Formulate logistics plans</li> <li>• Coordinate and supervise supply, maintenance, repair, evacuation, transportation, construction, and related logistics matters</li> <li>• Ensure effective logistics support for all forces in the command</li> </ul>
<b><i>Plans and Policy (J-5)</i></b>	<ul style="list-style-type: none"> <li>• Assist commander in long-range or future planning</li> <li>• Prepare campaign and operation plans</li> <li>• Prepare estimates of the situation</li> <li>• Functions may be included in operations directorate</li> </ul>
<b><i>Command, Control, Communications, and Computers or Communications-Electronics and Automated Systems (J-6)</i></b>	<ul style="list-style-type: none"> <li>• Assist commander with responsibilities for communications-electronics and automated data systems</li> <li>• Prepare communications and data systems plans to support operational and strategic concepts</li> <li>• Furnish communications to exercise command in mission execution</li> <li>• Functions may be included in operations directorate or in the special staff</li> </ul>
<b><i>Special Staff</i></b>	<ul style="list-style-type: none"> <li>• Give technical, administrative, and tactical advice</li> <li>• Prepare parts of plans, estimates, and orders</li> <li>• Coordinate and supervise staff activities</li> <li>• Special staff may be included as branches of directorates</li> </ul>
<b><i>Personal Staff</i></b>	<ul style="list-style-type: none"> <li>• Responsible directly to the commander</li> <li>• Special matters over which the commander chooses to exercise close personal control</li> <li>• Usually includes the political adviser</li> </ul>

Reference: Joint Pub 0-2, UNAAF

Figure 1-30

- **Interoperability division.** The responsibility for joint planning, plans evaluation and analysis, development of joint doctrine, coordinating joint education and training, and the conduct of joint training exercises may be separate from the other divisions.

- **Force structure, resources, and assessment division.** The Reorganization Act of 1986 brought added responsibility to combatant commanders for critical involvement in the Planning, Programming, and Budgeting System. The specialized nature of this work and the coordination required with component commands has created a need for dedicated staff support.

f. **Variations in joint staff divisions.** The commander may organize the staff as necessary to carry out duties and responsibilities. Many combatant commands have taken advantage of this flexibility. For example, EUCOM, CENTCOM, and PACOM have consolidated the security assistance function with J-4; TRANSCOM and STRATCOM have consolidated the J-3 and J-4 functions.

g. **Terminology.** Joint Pub 1-02, *The Dictionary of Military and Associated Terms*, uses the term “general staff” to describe the divisions explained above. While there is consistency in the functional subdivisions of a staff into personnel, intelligence, operations, logistics, planning, etc., the staff designations vary between Services and with the size of organization supported. The Army and Marine Corps may use G-1, G-2, G-3, G-4 to identify personnel, intelligence, operations, and logistics staff divisions; the Navy may use N-1, N-2, N-3, etc.; and the Air Force uses letter designations. **Figure 1-31** illustrates just some of the possible staff designations.

h. **History.** Joint staffs are organized on the conventional staff model. The advent of extensive joint operations during World War II and the institution of the unified command structure after the war posed the question of which type of staff organization would be best suited to such commands. For a variety of reasons, the general staff organization adapted by General Pershing from the French in World War I and developed by the Army and Marine Corps evolved as the model for the U.S. joint staff. This is reasonable, because joint operations nearly always include ground forces, and a majority of the joint staff will be familiar with the concept. The term **joint staff** or conventional staff is used in lieu of **general staff** to avoid confusion with the General Staff, a unique organizational concept. The General Staff is a senior, professional military staff with command authority used in some foreign military organizations. Such an arrangement was expressly forbidden in the creation of the U.S. military establishment in 1947 and has been excluded in every legislative change since.

## U.S. STAFF DESIGNATIONS

	<i>PERSONNEL</i>	<i>INTELLIGENCE</i>	<i>OPERATIONS</i>	<i>LOGISTICS</i>	<i>PLANNING</i>	<i>COMMUNICATIONS</i>
ARMY COMPONENT HQ	DCS Personnel	DCS Intelligence	DCS Operations and Plans	DCS Logistics DCS Engineer DCS Resource Management		DCS Communications- Electronics  DCS Systems Automation
ARMY DIVISION HQ	ACOS Personnel (G1)	ACOS Intelligence (G2)	ACOS Operations (G3)	ACOS Logistics (G4)		
AIR FORCE COMPONENT HQ	DCS Personnel (DP)	DCS Intelligence (IN)	DCS Operations (DO)	DCS Logistics (LG)	DCS Plans (XP)	DCS Communications Systems (SC)
AIR FORCE WING	included in Support Group (SPTGP) as MSSG/MSF	included in OPG as OSS/IN	Operations Group (OPG)	Logistics Group (LG)	included in DO and LG as DOX & LGX AMC XP in ACC OG as OSS/DOX & LG as LGS/LGX	Communications Group (CG) or included in SPTGP as CS
NAVY COMPONENT HQ	ACOS Administration (N1)	ACOS Intelligence (N2)	ACOS Operations (N3)	ACOS Logistics (N4)	ACOS Plans (N5)	ACOS Communications (N6)

**ABBREVIATIONS:** DCS - DEPUTY CHIEF OF STAFF

ACOS - ASSISTANT CHIEF OF STAFF

**References:**

ARMY FM 101-5, *Staff Organization and Operations*

AIR FORCE Publication 53-21, *USAF Staff Organization Chartbook*

NAVY NWP 11, *Naval Operational Planning Figure 1-30*

Figure 1-31

### 112. THE JOINT SPECIALTY OFFICER (JSO)

a. The Goldwater-Nichols Department of Defense Reorganization Act of 1986 requires the Secretary of Defense to establish policies, procedures, and practices for the effective management of officers of the military Services who are particularly educated, trained in, and oriented toward, joint matters. "Joint matters" are defined in the law as "the integrated employment of land, sea, and air forces," and this includes national military strategy, strategic and contingency planning, and command and control of combat operations under unified command. There are no restrictions on the number of officers who may hold the joint specialty; however, sufficient numbers must be designated to meet Joint Duty Assignment (JDA) requirements. Approximately 9,000 billets are currently designated as JDAs.

b. The Secretary of Defense designates as JSOs officers who are educated in and experienced in the employment, deployment, and support of unified and combined forces to achieve national security objectives. To qualify as a JSO, an officer must complete an approved program of Joint Professional Military Education (JPME) and a full JDA. JSO designation boards are convened by the secretaries of the military departments to consider officers for recommendation to the Secretary of Defense for designation as JSOs. The Secretary of Defense can waive some of the JSO requirements on a case-by-case basis.

c. Both Service PME and JPME contribute essential qualities to the educational development of a JSO nominee. The military departments are responsible for designating officers as JSO nominees. Officers may be designated as JSO nominees when they have successfully completed a program of Joint Professional Military Education or have a Critical Occupational Specialty. Designation of an officer as a JSO nominee identifies the officer as a potential candidate for JSO, but does not, in itself, constitute recommendation for award of the Joint Specialty.

d. A JDA is a designated position in a multi-Service or multinational command or activity that is involved in the integrated employment or support of the land, sea, and air forces of at least two of the three military departments. Such involvement includes matters relating to national military strategy, joint doctrine and policy, strategic planning, contingency planning, and command and control of combat operations under a unified command. At least 800 JDAs are designated by the Secretary of Defense as critical positions. Current law requires that critical positions be filled with JSOs unless CJCS approves an exception.

e. For further information on the JSO program, see JCS Admin Pub 1.2 (*Joint Officer Management*) and the Officer Professional Military Education Policy (CJCSI 1800.01, 1 March 1996) (CM-344-90, 1 May 1990).

### 113. MULTINATIONAL COMMANDS

a. A combined command is a force under a single commander that is composed of sizable assigned or attached **elements of two or more allied nations**.

b. The organizational principles already discussed have equal validity when applied to combined commands. The concepts of command authority and the responsibilities of combatant commanders are generally applicable to combined commanders. However, since combined commands are binational or multinational, their missions and responsibilities (including command responsibilities) must be established and assigned to conform to binational or multinational agreements. Organizational questions about combined commands are often more difficult to answer than national organizational questions. The primary source of difficulty is the lack of precedent and an absence of com-

bined doctrine. Normally, a combined command operates under the terms of a treaty, alliance, or bilateral agreement between or among the nations concerned. The North American Aerospace Defense Command (NORAD), Combined Forces Command Korea (CFC), and Allied Command Europe (ACE) are examples of multinational commands.

c. **Nature of Multinational Command Staff Duty.** The normal types of staff problems are magnified on a combined staff. There are psychological and sociological problems created by differences in customs, religions, and standards of living. These factors point to the need for a different mental approach to combined staff duty. Just after the Allied Forces Southern Europe had been formally established in August 1951, Admiral Carney as CINCSOUTH wrote the following memorandum to his staff:

**“To those of you who have only worked in the framework of your own particular Service, and thus have not been exposed to the necessary give and take of unification, much that you see will appear to be lacking in order and logic; to those of you who have not had previous experience in inter-Allied dealings, the modus operandi may appear even more obscure. Working within the framework of one’s own Service is a simple matter because the Service procedures have been long established and all of one’s colleagues speak the same language and are guided by the same indoctrination. Joint efforts, be they on the staff or in the field, invariably require mutual adjustments; these adjustments may be radical but with people of good will and good spirit the Services can truly work as a team.**

**When inter-Allied factors are superimposed, the effects are frequently unpredictable. Politics are politics the world over and many times we encounter difficulties and objections which are illogical from the military standpoint but which stem from political factors that are very real to the officeholders, the voters, and the taxpayers of the countries concerned. It is to be expected that we will frequently encounter problems of obscure and puzzling origin, and an awareness of the probability should help to foster the patience and flexibility necessary.”**

This memorandum, written more than four decades ago, demonstrates the timelessness of certain principles relating to the human element of organizations. The advice is as good today as it was then.

#### **114. JOINT PROFESSIONAL MILITARY EDUCATION (JPME)**

a. Major organizational changes in the late 1800s and early 1900s laid the foundation for a modern staff system in the U.S. Armed Forces. The continuing professional education of military officers was an important element and included Service staff and war colleges. European experience had shown that, without a sound and vital school system, the staffs themselves could not function properly. The Naval War College was

established in 1884 and the Army War College in 1901. The Air War College was established in 1946.

b. World War I led to the creation of a widespread system of field staffs in the Army and a growth of staff consciousness in the other Services. Soon after the war, the U.S. military Services began to evolve the functional staff patterns that remain in use today. The Service colleges reached officers destined for Service leadership, educating them in the fundamentals of staff practice and enlarging on the body of knowledge that was to become Service doctrine.

c. By the 1920s the U.S. Armed Forces had a distinctively American staff system that had been drawn from elements of Prussian, British, and French military organizations. For example, contrary to some European practices, the United States did not adopt the concept of a permanent staff corps. Rather, officers constituting U.S. staffs are members of their own Service and are assigned to staff duty only periodically throughout their careers.

d. After World War II command and staff education for field-grade officers was further developed. While command and staff courses for company and field-grade officers in the Army (1901), Marine Corps (1920), and Navy (1923) had long been in existence, the schools now emphasized education in staff subjects and field application. Attendance at the Services' schools rose to a level not possible during the war. The Air Command and Staff College began at Maxwell AFB, Alabama, in 1946.

e. Joint and combined schools. The school system that accompanied the early twentieth-century military reforms was reconstituted and enlarged to meet post-World War II requirements. Shortly after the war, three joint Service colleges were established: the Army Industrial College, redesignated the Industrial College of the Armed Forces (ICAF) in April 1946, and the National War College (NWC) in August 1946, both at Ft. McNair in Washington, D.C.; and the Armed Forces Staff College (AFSC) in August 1946 in Norfolk, Virginia. All colleges were incorporated under the National Defense University (NDU), NWC and ICAF in 1976, and AFSC in August 1981. Today NDU also includes the Information Resources Management College (IRMC), the Institute for National Strategic Studies (INSS), and the Center for Hemispheric Defense Studies (CHDS). NDU is assigned the task of preparing selected military officers and civilian officials for command, management, and staff responsibilities. The senior colleges emphasize national security formulation, military strategy development, mobilization, management of resources for national security, and planning for joint and combined operations. Effective July 1990, the Armed Forces Staff College became the single point for completion of Joint Professional Military Education Phase II (JPME II) for prospective Joint Specialty Officer nominees. As mandated by Congress, the Service intermediate and senior schools teach the first phase of a joint track. Presently, the Joint Forces Staff College teaches the follow-on phase at the application level with a curriculum and environment specifically designed to nurture a joint perspective. For further information on

JPME, see Appendix VI, Joint Admin Pub 1.2 (*Joint Officer Management*) and JCS Memo SM-73-89, Implementation of the JCS Program for Joint Professional Military Education (JPME).

## *Obligations of Joint and Combined Staff Duty*



*The nature of joint and combined staff duty gives rise to some obligations that should be observed. Lieutenant General D.M. Schlatter, USAF, former Commandant of the Joint Forces Staff College (July 1954 to July 1957), and an experienced officer in joint and combined commands, used to advise future joint and combined staff officers as follows:*

The first obligation I'm going to give you sounds like a cliché. It isn't when you really examine it. **Be objective, avoid bias and prejudice.** None of us can avoid bias and prejudice one hundred percent. We can't possibly do it, no matter how hard we try. Each of us has a varying background of knowledge, education, beliefs; and there's a certain inherent bias we can never get rid of completely; but we must keep on trying, even though we realize that we can't get rid of it entirely.

Second, **avoid emotion.** Emotion tends to clog up the thinking processes.

Third, **stick to facts whenever possible.** This is not always possible. In many cases you must rely on opinion or judgment and a vague thing called common sense. In these cases, you should listen to other competent judges. You should avoid extremes. Above all, don't express your opinion unless you know what you are talking about.

Fourth, **stick to the subject at hand.** This is a very hard thing to do in a group discussion. Sometimes, of course, it's downright dull and it suggests that old anecdote about never letting facts interfere with a good story. But if you want to reach a decision, you should stick to the subject at hand.

Fifth, **avoid personalities.** Like emotion, personalities clog up the thinking apparatus. If you can't be complimentary, at least don't say too much. You can always damn a man, you know, by faint praise. Someone has said the best treatment for a man with a chip on his shoulder is to pat him on the back until the chip falls off.

Sixth, and probably the most important obligation of a staff officer, **be honest and accurate.** There is an essential requirement for rugged honesty, particularly in combat effectiveness reporting. To shade the truth in any way in this vital subject is, to my mind, the cardinal military sin. There are two kinds of enthusiasm. A commander with enthusiasm will fire a military unit up to the point it can do more than it ever thought was possible. This is very necessary, but it is a different kind of an enthusiasm from the second kind. This second kind is usually a detriment, for it can induce unjustified optimism. You can get so enthusiastic and proud of your Service or your unit that you will brag that it can do many things it can't possibly do. Above all, here is another good place to be quiet unless you are sure of your facts. In staff work, to recommend a course of action and tell all the pros of the matter and express none of the things against it is to do yourself and your commander an injustice.

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