

LESSON 4

ORGANIZATION OF JOINT FORCES

*“Effectively integrated Joint forces expose no weak points or seams to enemy action, while they rapidly and efficiently find and attack enemy weak points. **Joint warfare is essential to victory.**”*

—Joint Pub 1, *Joint Warfare of the US Armed Forces*

Lesson Introduction

While the likelihood of global war has diminished since the end of the Cold War, the United States continues to maintain vigilance in areas critical to national interests. The Armed Forces of the United States are facing significant challenges with respect to supporting Joint force operations across the range of military operations, maintaining training and readiness at the highest levels, coordinating and cooperating with other Services and nations, exploiting opportunities of the information revolution, and preparing for future operations. Commanders today must orchestrate combined arms operations across the dimensions of air, land, sea, space, and time. In the future, closer coordination and cooperation between the Services and with other nations will assume even greater importance than they have today. Future Joint and multinational forces will require compatible and complementary systems and doctrine that complement those employed by other Services, multinational forces, and national agencies, including non-Department of Defense government agencies.

The campaign plan at the theater or Joint task force (JTF) level, and operation plan at the JTF level are key command and control instruments used by commanders. Effective and efficient organization of Joint forces focuses on achieving synchronized employment of all available land, sea, air, special operations, and space forces, as well as the capabilities provided by supporting combatant commands and other Defense agencies. Joint Force Commanders (JFCs) must be familiar with the capabilities and limitations of their component forces and integrate and synchronize operations in such a manner as to apply force from different dimensions to shock, disrupt, and defeat opponents. [Joint Pub 3-33, page v]

Student Requirements by Educational Objective

Requirement 1

Objective 1. Understand the organizational framework within which Joint forces are employed at the operational level of war. [JPME Area 1(b)(e), 2(a)]

Objective 2. Examine the structure, organization, and command relationships within a Joint task force. [JPME Area 1(b)(c)(e), 2(a)]

Objective 3. Differentiate between a service component and a functional component.
[JPME Area 1(b)(e), 2(a)(d)]

Read:

- Joint Pub 0-2, *UNAAF*, 10 July 2001, pp. V-1 to V-20 (stop at Section C. Discipline and Personnel Administration) (20 pages).
- Joint Pub 5-00.2, *Joint Task Force Planning Guidance and Procedures*, 13 January 1999, pp. III-1 to III-13 (13 pages)

View:

- DOCNET segment, *Joint Task Force (JTF): From the Commander's Perspective*, "Subordinate Commands" only (17 minutes)

There are typically three ways a Joint Force Commander can organize his force. He may use service components, functional components, or a combination of the two.

Service Components. All Joint forces include Service component commands because administrative and logistic support for Joint forces is provided through Service component commands. The Joint force commander (JFC) also may conduct operations through the Service component commanders. Conducting operations through Service components has certain advantages, which include clear and uncomplicated command lines. Logistics remain a Service responsibility, with the exception of arrangements described in Service support agreements or as otherwise directed by the combatant commander.

Responsibilities of the Service component commander include the following:

- Making recommendations to the JFC on the proper employment of the forces of the Service component.
- Accomplishing such operational missions as may be assigned.
- Selecting and nominating specific units of the parent Service component for assignment to subordinate forces. Unless otherwise directed, these units revert to the control of the Service component commander when such subordinate forces are dissolved.
- Other responsibilities as discussed in Joint Pub 0-2, *Unified Action Armed Forces (UNAAF)*.

Regardless of the organizational and command arrangements within Joint commands, Service component commanders retain responsibility for certain Service-specific functions and other matters affecting their forces, including internal administration, training, logistics, and Service intelligence operations. The relationship between commanders of Service forces is determined by the JFC. In addition to logistic support arrangements, one component may support another with forces or operations in a variety of command relationships as previously described.

Functional Components. These are appropriate when the scope of operations requires that the similar capabilities and functions of forces from more than one Service be directed toward closely related objectives and unity of command and effort are primary considerations. For example, when the scope of operations is large, and JFCs need to divide their attention between major operations or phases of operations that are functionally dominated – and synchronize those operations – it may be useful to establish functionally-oriented commanders responsible for the major operations. The Korean theater is an excellent example of a theater of operations comprised of a large number of friendly and allied forces engaged in a complex major theater war (MTW), which is organized into several phases. Use of a Joint force land component commander (JFLCC) and a Joint force air component commander (JFACC) is critical in selected phases of an operation of this magnitude in order to provide necessary synchronization, unity of effort, and command and control of U.S and ROK forces conducting the functions of air and land combat.

JFCs may conduct operations through functional components or employ them primarily to coordinate selected functions. [NOTE: Functional component commands are component commands of a Joint force and do not constitute a “Joint force” per se, with the authorities and responsibilities of a Joint force, even when composed of forces from two or more Services; however, functional component staffs should be comprised of Service representation in approximate proportion to the mix of subordinate forces.] Functional component staffs require advanced planning for efficient operations. Joint staff billets requiring specific expertise and individuals to fill those billets should be identified as soon as possible for planning. Such individuals should be used when functional component staffs are formed for exercises and actual operations. Liaison elements from and to other components facilitate coordination. The nature of operations, mix of Service forces, and command and control capabilities are normally primary factors in selecting the functional component commander. Functional component commanders — such as the JFACC, the JFLCC, the Joint force maritime component commander (JFMCC), and the Joint force special operations component commander (JFSOCC) – have the responsibilities of both senior and subordinate commanders as described in Joint Pub 0-2, *Unified Action Armed Forces (UNAAF)*.

The JFC must designate the military capability that will be made available for tasking by the functional component commander and the appropriate command relationship(s) the functional component commander will exercise over that military capability (for example, a JFSOCC normally has operational control of assigned forces, and a JFACC is normally delegated tactical control of the sorties or other military capability made available). JFCs may also establish a supporting and supported relationship between components to facilitate operations. Regardless, the establishing JFC defines the authority and responsibilities of functional component commanders based on the concept of operations and may alter their authority and responsibilities during the course of an operation.

Combination. Most often, Joint forces are organized with a combination of Service and functional components with operational responsibilities. Joint forces organized with

Army, Navy, Marine Corps, and Air Force components will still have special operations forces organized as a functional component. JFCs will normally designate a JFACC, whose authority and responsibilities are defined by the establishing JFC based on the JFC's concept of operations.

Requirement 2

Objective 4. Understand the command relationships of Combatant Command (command authority) (COCOM), Operational Control (OPCON), Tactical Control (TACON), and Support. Assess these relationships with regard to responsibility vs. authority. [JPME Area 1(b)(d), 2(a)]

Objective 5. Understand the basic elements, differences, and interrelationships of COCOM, OPCON, TACON, and Support. [JPME Area 1(b)(d), 2(a), 3(e)]

Read:

- Joint Pub 0-2, *UNAAF*, 10 July 2001, pp. III-1 to III-12 (stop at 10. Command of National Guard and Reserve Forces) (12 pages)
- Joint Pub 5-00.2, *Joint Task Force Planning Guidance and Procedures*, 13 January 1999, pp. IV-1 to IV-6 (stop at 7. Specialized JTF Assignments) (5 pages).

It is vitally important that the command and control of a Joint force that is derived from a variety of forces coming from a wide assortment of geographic locations occurs smoothly and effectively. The command relationship terminology, Combatant Command (command authority), Operational Control, Tactical Control, Administrative Control, and Support are doctrinal measures by which Joint force commanders exercise command and control over these diverse organizations and units.

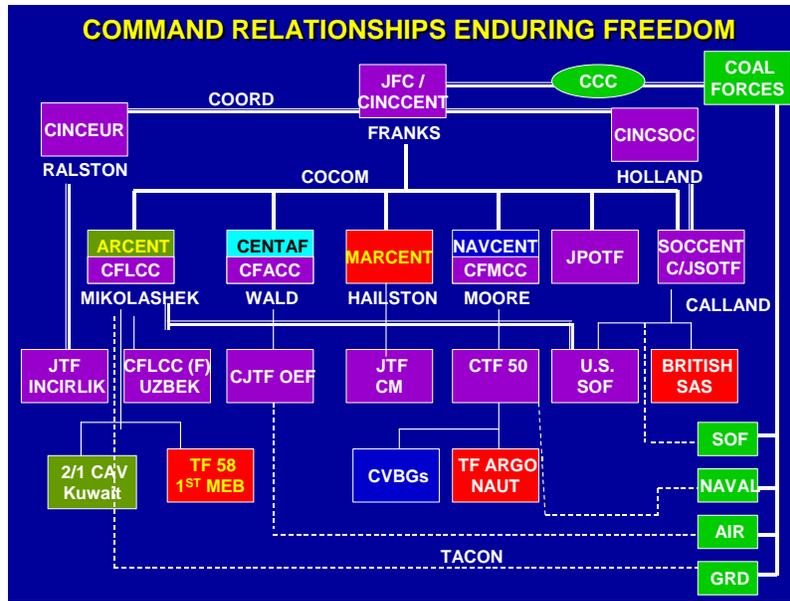
Combatant command. A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Combatant commands typically have geographic or functional responsibilities.

Combatant command (command authority) (COCOM). Nontransferable command authority established by Title 10 ("Armed Forces"), United States Code, Section 164, exercised only by commanders of unified or specified combatant commands unless otherwise directed by the President or the Secretary of Defense. Combatant command (command authority) cannot be delegated and is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, Joint training, and logistics necessary to accomplish the missions assigned to the command. Combatant command (command authority) should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate Joint force

commanders and Service and functional component commanders. Combatant command (command authority) provides full authority to organize and employ commands and forces as the combatant commander considers necessary to accomplish assigned missions. Operational control is inherent in combatant command (command authority). Marine Corps participation in Operation Northern Watch based out of Aviano, Italy, is under the combatant command (command authority) of the Commander, U.S. European Command (EUCOM). The Commander of EUCOM exercises COCOM over all forces assigned to Operation Northern Watch while the Commander of U.S. Central Command (CENTCOM) exercises COCOM over forces assigned to Operation Southern Watch.

Operational control (OPCON). Transferable command authority that may be exercised by commanders at any echelon at or below the level of combatant command. Operational control is inherent in combatant command (command authority). Operational control may be delegated and is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. Operational control includes authoritative direction over all aspects of military operations and Joint training necessary to accomplish missions assigned to the command. Operational control should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate Joint force commanders and Service and functional component commanders. Operational control normally provides full authority to organize commands and forces and to employ those forces, as the commander in operational control deems necessary in order to accomplish assigned missions. Operational control does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training. During the contingency in Kosovo, the Commander, EUCOM delegated to the Commander of JTF Noble Anvil OPCON of forces assigned to that JTF.

Tactical control (TACON). Command authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed and, usually, local direction and control of movements or maneuvers necessary to accomplish missions or tasks assigned. Tactical control is inherent in operational control. Tactical control may be delegated to and exercised at any level at or below the level of combatant command. As depicted in the following diagram, several of the Service/functional component commanders for the Commander, U.S. Central Command (CENTCOM) were given TACON of respective coalition forces.



Administrative control (ADCON). Direction or exercise of authority over subordinate or other organizations in respect to administration and support, including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other matters not included in the operational missions of the subordinate or other organizations. The Marine component for EUCOM is MARFORLANT, triple-hatted as MARFOREUR and MARFORSOUTH. He exercised administrative control over the Marines based at Aviano, Italy during Operation Northern Watch. Service component commanders usually retain ADCON over Service forces that are assigned OPCON to other Joint force commanders.

Support. Support is a command authority. A support relationship is established by a senior commander between subordinate commanders when one organization should aid, protect, complement, or sustain another force. Support may be exercised by commanders at any echelon at or below the level of combatant command. The designation of supporting relationships is important as it conveys priorities to commanders and staffs that are planning or executing Joint operations. An establishing directive is normally issued to specify the purpose of the support relationship, the desired effect, and the scope of the action to be taken.

Lesson Summary

Whenever our nation demands the use of the military element of national power, it deploys and employs Joint forces, tailored specifically for the task at hand. These tailored forces or Joint forces are normally organized into Joint task forces (JTFs). This lesson has discussed how these Joint forces and specifically, JTFs, are organized into components. Additionally, it has described the types of doctrinal command relationships

that exist within the Joint operational environment of today. As a future commander and staff officer, a clear understanding of this is critical to success within the modern battlespace and the future operational climate. Later in the Command and Staff College Distance Education Program, we will explore how MAGTFs fit into these Joint force organizations and how the Marine Corps' unique capabilities complement Joint force deployment and employment.

JPME Summary

AREA 1					AREA 2				AREA 3					AREA 4					AREA 5			
A	B	C	D	E	A	B	C	D	A	B	C	D	E	A	B	C	D	E	A	B	C	D
	X	X	X	X	X			X					X									