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Manpower and Organization

**COMMAND RELATIONSHIPS AND
PRESENTATION OF FORCES**

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This instruction implements policy found in Air Force Policy Directive 38-1, *Organization*, and Air Force Doctrine Document (AFDD) 2, *Organization and Employment of Aerospace Power*, regarding presentation of Air Force forces. **Attachment 1** provides references and supporting information. This publication applies to PACAF assigned and gained forces, including Air National Guard (ANG) and the Air Force Reserve Command (AFRC) members while in Federal service.

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1. Purpose.

1.1. This instruction establishes policy and procedures for establishing and documenting Air Force organizations and command relationships for PACAF presentation to a joint force commander.

1.2. Effective command relationships are critical to successful force employment. How we organize our forces establishes the framework for command; the way we organize our forces determines the way we fight, and every organizational decision is a command and control decision, because it establishes the network of relationships among commanders.

2. Terms.

2.1. **Command Relationships.** The interrelated responsibilities between commanders.

2.2. **Combatant Command (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 cannot be delegated and is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training, and logistics necessary to accomplish the missions assigned to the command. Combatant command (command authority) should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Combatant command (command authority) provides full authority to organize and employ commands and forces as the combatant commander considers necessary to accomplish assigned missions. Operational control is inherent in combatant command (command authority).

2.3. **Operational Control (OPCON).** 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) and may be delegated within the command. When forces are transferred between combatant commands, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over these forces must be specified by the Secretary of Defense. Operational control 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.

2.4. **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 direction and control of movements or maneuvers within the operational area 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. When forces are transferred between combatant commands, the command relationship the gaining commander will exercise (and the losing commander will relinquish) over these forces must be specified by the Secretary of Defense. Tactical control provides sufficient authority for controlling and directing the application of force or tactical use of combat support assets within the assigned mission or task.

2.5. 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.

2.5.1. Specified ADCON. Specified ADCON is limited ADCON authority transferred to a COMAFFOR to exercise over attached forces. When forces are attached, the degree of ADCON responsibilities of the gaining COMAFFOR may vary and will be stated (specified) in an appropriate order.

2.6. Supported/Supporting. Elements of command that provide/receive assistance, protection, or supply to/from other forces.

2.6.1. Supported Commander. In the context of a support command relationship, the commander who receives assistance from another commander's force or capabilities, and who is responsible for ensuring that the supporting commander understands the assistance required.

2.6.2. Supporting Commander. In the context of a support command relationship, the commander who aids, protects, complements, or sustains another commander's force, and who is responsible for providing the assistance required by the supported commander.

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

2.8. Attached vs. Assigned.

2.8.1. Assigned Forces. Units or personnel placed in an organization where such placement is relatively permanent, and/or where such organization controls and administers the units or personnel for the primary function, or greater portion of the functions, of the unit or personnel.

2.8.2. Attached Forces. Units or personnel placed in an organization where such placement is relatively temporary.

2.9. Unity of Command. Unity of command ensures concentration of effort for every objective under one responsible commander. This principle emphasizes that all efforts should be directed and coordinated toward a common objective. Air and space power's operational-level perspective calls for unity of command to gain the most effective and efficient application. Coordination may be achieved by cooperation; it is, however, best achieved by vesting a single commander with the authority to direct all force employment in pursuit of a common objective. In many operations, the wide-ranging interagency and nongovernmental organization operations involved may dilute unity of command; nevertheless, a unity of effort must be preserved to ensure common focus and mutually supporting actions. Unity of command is vital in employing air and space forces. Air and space power is the product of multiple capabilities, and centralized command and control is essential to effectively fuse these capabilities. Airmen best understand the entire range of air and space power. The ability of airpower

to range on a theater and global scale imposes theater and global responsibilities that can be discharged only through the integrating function of centralized control under an Airman. That is the essence of unity of command of air and space power.

2.10. **COMAFFOR.** In any operation, a Commander, Air Force Forces (COMAFFOR) is appointed to serve as the commander of forces assigned/attached to the Air Force component. The COMAFFOR presents the JFC a task-organized, integrated package with the proper balance of force, sustainment, and force protection elements. For each joint operation, the operational and administrative responsibilities and authorities of the COMAFFOR are established through the operational and administrative chains of command, respectively. The COMAFFOR is the single Air Force voice to the JFC, and no Air Force commander comes between the COMAFFOR and JFC.

3. Concepts.

3.1. **TACON of Air Operations.** A COMAFFOR/JFACC often does not have OPCON of all aircraft operating in common airspace on related missions, but he should be granted TACON in situations requiring aircraft to immediately respond to a central authority in order to safely or effectively conduct air operations. In some cases, procedural guidance/deconfliction through the Airspace Control Order (ACO) or other mechanism is appropriate, but sometimes threat or safety considerations require the JFACC to have more immediate control of flight operations in a specific area. For example, if a restricted operations area is established to support a Presidential visit, flight operations involved in or around the area could include Air Force AWACS, Air Force and Marine combat air patrols (CAP), Navy P-3 reconnaissance, and Army attack helicopters. Because of the sensitivity and required timeliness of response to airspace intrusions, the JFACC should have TACON of all aircraft operating within an established area, and would normally exercise TACON through the Mission Crew Commander aboard the AWACS, if available. Another example involves a noncombatant evacuation operation (NEO) in which multiple combat and support aircraft are involved in supporting a non-permissive (i.e. hostile forces may oppose) evacuation from an airfield in a foreign country. The airspace control authority may establish a restricted area to enhance control of the operation, and the JFACC should normally have TACON of all aircraft operating in the area.

3.2. **PACAF COMAFFORs.** COMPACAF is COMAFFOR to CDRUSPACOM, and as such is the senior Airman in the PACOM AOR. COMPACAF will nominate COMAFFORs to subordinate joint forces established under the authority of CDRUSPACOM.

3.3. **Specified ADCON.** ADCON is the authority allowing the Air Force to present a cohesive force to a joint commander. Parent Service components always retain some elements of ADCON when they deploy forces forward; conversely, theater COMAFFORs gain Service authority through some transfer of Specified ADCON. Since Dept of the Air Force (i.e., CSAF, SECAF) rarely issue orders transferring Specified ADCON, Specified ADCON is normally transferred by mutual agreement of deploying and receiving Service component commanders. PACAF must engage with supporting Service components early in the planning stage to ensure agreement in the Specified ADCON to be transferred. This agreement should be published in both PACAF orders and supporting Service components' deployment orders.

3.3.1. **Air National Guard and Air Force Reserve.** If the member is in the Air Force Reserve or Air National Guard, prior coordination with his parent organization commander is required. ANG forces in Federal service attached to PACAF for OPCON are assigned to the ANGR/201st MSS for ADCON. Transfer of UCMJ authority for purposes of Specified ADCON to COMPACAF

should be coordinated with the 201st MSS/CC and/or ANGR/CC and is typically always a "shared authority."

3.3.2. Forces Under COMPACAF OPCON or TACON. For forces attached with OPCON or TACON to a PACAF-established AFFOR, Service component commanders should transfer to COMPACAF "specified ADCON as identified in AFDD-2 for the purpose of mission execution, UCMJ, protection of assigned forces and assets, billeting, dining, force reporting, morale, welfare and safety." "Mission execution" is used in the preceding sentence to identify the following types of ADCON authorities identified in AFDD-2:

3.3.2.1. Accomplish assigned tasks for operational missions.

3.3.2.2. Nominate specific units for assignment.

3.3.2.3. Organize, train, equip, sustain.

3.3.2.4. Support operational and exercise plans as requested.

NOTE: For exercises, the term "exercise execution" will be used instead of "mission execution."

3.3.3. Forces Not Under COMPACAF OPCON or TACON. For all Air Force personnel bedding down at a PACAF installation (i.e., a PACAF base or an expeditionary location with an established PACAF expeditionary unit commander), Service component commanders should transfer to COMPACAF Specified ADCON "for UCMJ, protection of assigned forces and assets, billeting, dining, force reporting, morale, welfare and safety" as a minimum. This pertains to all Air Force active duty, as well as Reserve and ANG forces in Federal service. ADCON "for exercise execution" may also be included to facilitate Air Force unity of command for exercise purposes.

4. Peacetime Command Relationships in PACAF.

4.1. Derivation of COMPACAF Authority. COMPACAF derives authority through the USAF administrative control (ADCON) chain of command and through the Joint operational chain of command.

4.1.1. USAF ADCON Authority. As published in accordance with AFI 51-604, Appointment To and Assumption of Command, and with guidance form AFGOMO, COMPACAF is designated Commander, Pacific Air Forces (PACAF), a USAF major command; as such COMPACAF exercises full ADCON authority over all PACAF forces, consistent with CSAF direction.

4.1.2. Joint Operational Command Authority. As published in PACOMINST 3020.2L, Command Relationships in USPACOM, COMPACAF exercises OPCON of all (non-SOF) Air Force forces assigned to CDRUSPACOM unless further assigned to subordinate USPACOM commands.

4.2. COMPACAF exercises day-to-day peacetime command of PACAF forces as depicted in [Attachment 2](#).

4.2.1. Korea. For PACAF forces stationed in Korea, COMPACAF exercises ADCON and OPCON through 7AF/CC.

4.2.2. Outside Korea. For PACAF forces stationed outside Korea, COMPACAF exercises ADCON through the Numbered Air Forces (NAFs). However, COMPACAF exercised OPCON directly over the wings (i.e., not through the NAFs).

4.2.3. **Wing Commander Authority.** Wing commanders exercise ADCON authority over subordinate forces, but generally not OPCON or TACON, which reside at the air component (i.e., PACAF) level, unless specifically delegated lower for an operational mission.

4.2.4. **PACOM Subunified Commanders' (e.g., COMALCOM, COMUSFK) Authority.** Day-to-day, PACOM subunified commanders have no assigned PACAF forces. During normal day-to-day operations, COMPACAF, not subunified commanders, exercises OPCON over PACAF forces. CDRUSPACOM will assign forces (OPCON) to subunified commanders as required to execute contingency operations.

4.2.5. **Alaska Air Defense Forces.** 11AF/CC is dual-hatted as Commander, Alaskan NORAD Region (COMANR). COMANR exercises OPCON of specified air defense forces based on a standing JCS EXORD establishing multiple levels of air defense readiness and procedures for moving from one level of readiness to another.

5. Command Relationships for Contingencies and Exercises. Success of a joint force is dependent on assignment of a focused mission or objective, assignment/attachment of appropriately organized forces under established command relationships, and empowerment of a joint force commander, and subordinate commanders, with sufficient authority over the forces to accomplish the assigned mission.

5.1. **Contingencies.** In accordance with USPACOMINST 3020.2L, CDRUSPACOM employs a "two-tiered" command and control concept for contingency operations, with the tier-one command echelon being HQ PACOM and its Service components (e.g., HQ PACAF) and tier two being the JTF and its components (e.g., AFFOR, NAVFOR). CDRUSPACOM assigns forces to a JTF with appropriate OPCON/TACON authority. The COMAFFOR's OPCON/TACON authority is then derived from the CJTF, while the COMAFFOR's ADCON authority is derived from COMPACAF. Similarly, PACOM subunified commands (e.g., USFK) may be thought of as tier-two command echelons; CDRUSPACOM assigns forces as required for mission execution, and Air Force Service authority for the Air Force component (e.g., USAFK) is derived from COMPACAF. For specific OPLANs/CONPLANS, refer to Annex J for expected command relationships. Ultimately, a properly constructed PACOM operational order (DEPORD, EXORD, OPORD) defines the operational command relationships for a subordinate joint force, and a subsequent PACAF order should further clarify command relationships, to include PACAF presentation of forces (see para 6., below).

5.2. **Exercises.** The objective of exercises is to "train like we'll fight," but in terms of command relationships, there are some distinct challenges. When we fight, SECDEF signs orders transferring CONUS combat forces with OPCON to CDRUSPACOM, who in turn, will normally CHOP the forces to a subordinate JTF or subunified command. For peacetime exercises, though, SECDEF will not issue orders affecting the transfer (OPCON) of forces. However, language in the SECDEF-approved Forces for Unified Commands document provides for a blanket transfer of TACON to the geographic combatant commander for all forces (less USTRANSCOM) exercising in the geographic combatant commander's AOR. Because of these forces for language, Alaska-based exercises are problematic in that while CDRUSPACOM is assigned COCOM of the forces in Alaska, Alaska is geographically part of the NORTHCOM AOR. Given the above challenges, we cannot expect to train exactly like we will fight, as far as command relationships are concerned. Nonetheless, we should strive to create organizational and command structures corresponding as closely as possible to real world contingency operations. To that end, the following principles apply for crafting command relationships for exercises:

5.2.1. **General.** As much as possible, design exercise organizations and appoint commanders to allow command relationships similar to a real world contingency; toward this end, TACON of appropriate forces should be transferred to the COMAFFOR whenever possible. Also administrative control (ADCON) should be similar to real world contingency operations.

5.2.2. **Outside of Alaska.** Per Forces For direction, TACON of non-PACOM exercise forces (less TRANSCOM) transfers to CDRUSPACOM. CDRUSPACOM, in turn, should transfer TACON to the exercise CJTF or subunified commander, as appropriate. The CJTF/subunified commander, in turn, should delegate TACON to the corresponding Service component commanders. This issue should be emphasized at the planning conference of all exercises, and TACON should be addressed/delegated in formal orders. Functional component commanders (e.g., JFACC) should be given TACON of capabilities/aircraft on an "as required/by sortie" basis, as opposed to long-term TACON of units. COMPACAF (and commanders as delegated) will have specified ADCON of all participating USAF forces for "exercise execution, UCMJ, protection of assigned forces and assets, billeting, dining, force reporting, morale, welfare and safety." This requires the consent of other Service component commanders, so should be addressed early in the planning process.

5.2.3. **Within Alaska.** COMPACAF will transfer TACON of PACAF exercise forces to the appropriate COMAFFOR. 11 AF/CC (and commanders as delegated) will have specified ADCON of all participating USAF forces "exercise execution, UCMJ, protection of assigned forces and assets, billeting, dining, force reporting, morale, welfare and safety." This requires the consent of other Service component commanders, so should be addressed early in the planning process.

5.2.4. **Other Services.** Although participating forces from other services will remain under the OPCON of their respective services/components, TACON of exercise aircraft/sorties should be transferred to 11AF/CC consistent with how sorties are transferred to a JFACC in a real-world operation (e.g., Navy or Marine sorties provided for JFACC tasking are normally TACON to the JFACC). This requires the consent of other service commanders, so should be addressed early in the planning process. For Cope Thunder exercises, 353 CTS will coordinate with service DETCOs concerning all operational requirements.

5.2.5. **Other Nations.** Non-US forces remain under the OPCON of their respective nation, but whenever possible TACON of exercise aircraft/sorties should be transferred to the CFACC consistent with how sorties are transferred to a CFACC in real-world operations. Alternatively, sorties could be transferred to an exercise control organization if established. In both cases, this requires the consent of other nations' commanders, so should be addressed early in the planning process. If this centralized control of air operations cannot be achieved, then as a minimum, exercise planners will ensure coordinated procedures are in place to allow for safe operations with foreign participants.

6. Presentation of Forces. For any joint operation directed by CDRUSPACOM, COMPACAF will recommend how the Air Force forces (AFFOR) are presented to the joint force commander; i.e., COMPACAF will recommend to CDRUSPACOM if and when a discrete Air Force component will be established, will nominate a commander, and will decide how forces will be arrayed within the Air Force component.

6.1. **Requirement for an Air Force Component.** PACAF conducts operations every day under the direction of COMPACAF in his role as theater COMAFFOR. When a new joint force (e.g., JTF) is

established, or a new mission is levied on an existing joint force, there are three possible situations in regard to PACAF participation:

- 6.1.1. The joint force requires no (non-SOF) Air Force capabilities.
- 6.1.2. The joint force requires Air Force capabilities, but not to the extent/priority to warrant exclusively dedicated forces. In such a case, PACAF could support the joint force by conducting operations "in support" of the JFC, or providing limited duration capabilities/sorties TACON to the JFC as required. In some instances, select PACAF individuals could be attached to another component (e.g. JSOAC, or NAVFOR), rather than establishing a discrete AFFOR component.
- 6.1.3. The joint force requires exclusively dedicated forces. In such a case PACAF should provide a dedicated Air Force component to the JTF; to include a COMAFFOR, forces, and the ability to command and control.

NOTE: In order to properly identify/characterize PACAF participation in a new joint force, PACAF must stay engaged with PACOM on several fronts -- exercises, real world operations, deliberate planning and crisis action planning. For any new joint force, there are some common considerations for how PACAF should organize forces for presentation.

6.2. Considerations for PACAF Force Presentation. The following information should be gathered and analyzed:

- 6.2.1. The Joint mission, to include anticipated duration.
- 6.2.2. The Joint force structure, to include other known Service and functional components, and the ranks of the commanders, if known.
- 6.2.3. Expected PACAF/Air Force mission, to include frequency and types of sorties and/or other employment activity.
- 6.2.4. Bed-down locations, operating locations (i.e., transient or divert locations) and target locations (i.e. for strike or ISR missions).
- 6.2.5. Required Air Force forces in as much detail as possible, to include number and types of combat and support forces, by unit type code (UTC) whenever possible.
- 6.2.6. Available PACAF forces suitable to task.
- 6.2.7. Expected Air Force components providing augmentation forces.

6.3. PACAF Presentation of Forces. For any new joint operation/force, based on analysis of above information (para 6.2.), a proposal for PACAF presentation of forces will be developed, to include:

- 6.3.1. Whether an Air Force component is appropriate for the new joint force, or if another condition exists as described in paragraph 6.1.
- 6.3.2. Whether a JFACC is appropriate for the joint force.
- 6.3.3. Identify proposed COMAFFOR/JFACC.
- 6.3.4. Identify proposed DIRMOBFOR, if required.
- 6.3.5. Identify proposed force composition to include parent wings and squadrons, proposed bed-down locations, and proposed lead wing for each beddown location.

6.3.6. Propose organizational structure in as much detail as practical, to include all expeditionary units to be established by G-series orders.

6.3.6.1. Expeditionary forces deploying to an existing PACAF base will normally be organized within the existing wing structure.

6.3.6.2. One-base/one-boss is a good concept; organize accordingly.

6.3.7. Propose appropriate command relationships based on higher headquarters direction combined with COMPACAF prerogative. Include both operational command (OPCON) and administrative control (ADCON).

6.3.8. Identify COMAFFOR/JFACC tasking authority and mechanism above the wing level (e.g., JFACC thru ATO).

6.3.9. **Attachment 3** depicts the staff process for establishing PACAF's presentation of forces in a new joint operation. **Attachment 4** identifies required information in order to propose an organization/ command structure.

7. Considerations During Planning.

7.1. **General Considerations.** PACAF's early appreciation of emerging situations, involvement in joint COA development, and anticipation of Air Force requirements are all important to favorably influencing critical early Joint command decisions and setting the stage for the successful integration of air and space forces into the joint operation. Clear and effective command relationships are central to effective operations, so should be a primary consideration early in the planning effort. Whenever possible, the COMAFFOR should be identified early on, so he/she can contribute to planning the operations he/she will lead. The joint force can best employ air and space power to maximum effect if responsible airmen are brought to the effort early in the planning. At the wing/base level, wing commanders must be involved early in defining the expeditionary wing structure (i.e., subordinate groups and squadrons) and tenant relationships at their base.

7.2. **Deliberate Planning.** CJCSM 3122.01, JOPES Volume I, Planning Policies and Procedures, describes the five formal phases of the deliberate planning process. During Phase II, Concept Development, the basic thrust of the plan is formulated; it's here that PACAF must ensure proper air and space organizational and command relationships are established in the emerging joint construct. During Concept Development, staff and component estimates are developed to contribute to the overall commander's estimate and course of action (COA) selection. PACAF planners must ensure that presentation of forces are addressed consistent with paragraph 6., above, and integrated into the Joint planning process and products. Ultimately, the Concept Development phase will result in the commander's Strategic Concept which is an expansion of the selected COA and will guide the rest of the deliberate planning effort.

7.3. **Crisis Action Planning.** CJCSM 3122.01, JOPES Volume I, Planning Policies and Procedures, describes the six phases of crisis action planning. The nature of crisis action is such that the six formal planning phases are rarely followed in an orderly fashion, and some steps are skipped altogether (e.g., National command authorities could select a COA--Step IV-- prior to a combatant commander submitting a formal commander's assessment--Step I). Nonetheless, during either course of action development (Step III) and/or execution planning (StepV) PACAF planners will be able to contribute to staff/component estimates that will contribute to the concept of operations and organization of the

joint force. Crisis action planning can be compressed to days or even hours, so it is all the more important for PACAF planners to be prepared early with solid proposals on command and organization.

8. Documenting Command Relations.

8.1. **Deliberate Planning.** Consistent with (IAW) CJCSM 3122.03A, The Joint Operational Planning and Execution System (JOPES) Vol. II, Planning Formats and Guidance, HQ PACAF/XPX will document command relations for deliberate plans in Annex J to the base plan. This annex will include designation of supported and supporting commanders, coordination instructions, and listing of the command relationships (COCOM, OPCON, TACON) being proposed for President/SECDEF approval that the gaining commander may exercise over transferred forces and the locations where the transfer will be effective (normally the AOR boundary). COMPACAF deliberate plans will include an additional section entitled, PACAF Presentation of Forces, which will clearly identify the Air Force forces and their command relationships at an operational level, to include OPCON and ADCON down to the wing level. PACAF wing commanders are responsible for identifying a suitable wing structure (i.e., a combination of existing and expeditionary groups/squadrons) for OPLAN/CONPLAN taskings. Include OPLAN/CONPLAN wing organizations in wing Base Support Plans. During execution, Annex J and Base Support Plans should serve as the starting points for command relationships, and be modified (thru appropriate order) as necessary to reflect the actual force structure employed at execution.

8.2. **Crisis Action Planning.** During crisis action planning, command relationships are documented in a number of places throughout the crisis action planning process. Force structure and mission are key determinants of the command relationships; it is critical operational planners determine mission and proposed force structure as early as possible in the planning process. Command relationships will be promulgated in official orders to affected commands and commanders to ensure proper C2 of forces. [Attachment 3](#) shows the PACAF staff process for establishing organization and command relationships for contingency operations.

8.2.1. **Organization and Command Relationships Diagrams.** HQ PACAF/XP publishes diagrams graphically depicting Air Force organization ([Attachment 5](#)) and command relationships ([Attachment 6](#)) for forces being presented by PACAF to a JFC. In some cases the two diagrams may be combined to reflect both organization and command relationships on one slide. It must be remembered that the organization slide's principal purpose is to graphically depict PACAF G-series orders establishing Air Force expeditionary units, down to the group and squadron level. The command relationships chart is designed to provide a more macro view of command relationships, normally to the wing level.

8.2.2. **G-Series Orders Establishing Units.** HQ PACAF/XPM publishes G-Series orders IAW AFI 38-101 for all PACAF expeditionary units. Orders state the ADCON hierarchal chain of command and the extent of ADCON authorities. XPM will coordinate Expeditionary G-series orders with the POSC Director and JAO prior to publication, and with DP as required (usually for permanent organizational changes).

8.2.3. **Assumption of Command Orders.** Based on the G-Series orders published by HQ PACAF/XPM, HQ PACAF/JA will, in consultation with HQ PACAF/DP, determine whether command should be established by appointment or assumption of command orders. COMPACAF will approve and distribute appointment of command orders; the expeditionary unit will prepare, draft, publish, and distribute assumption of command orders using AF Form 35's for the commander of

the expeditionary unit and the commanders of all subordinate units, in accordance with AFI 51-604.

8.2.4. Operational Orders. The POSC publishes appropriate operational orders (e.g., EXORD, DEPOD, FRAGORD, etc.) for all contingencies involving PACAF or PACAF-gained forces (see paragraph 9. for responsibilities). Similar to format in JOPES Vol I, Appendix A to Enclosure N, the final section for PACAF EXORDs (and DEPOD) will be entitled "Command Relationships," and will state the command relationships for all forces being employed by the order. "Tasks" paragraph will direct appropriate subordinate commanders to transfer or accept forces, as appropriate.

8.3. Exercises. Command relationships of exercise forces should closely mirror those expected during real world execution, as discussed in detail in paragraph 5.2. of this document. Command relationships of both U.S. and coalition forces should be considered throughout the exercise planning process, and documented in exercise plans and orders.

8.3.1. PACOM Exercise Directive. USPACOM issues planning directives to provide guidance for planning, conducting and evaluating PACOM exercises. Directives will include a paragraph stating the command relationships for all forces being employed in the exercise. This guidance should be used during all planning conferences. Questions or issues with command relationships must be addressed as early as possible in the exercise planning process.

8.3.2. PACAF EXORD. The POSC will publish an EXORD for all exercises. Typically, a paragraph entitled "Tasking" will task commanders to relinquish/accept command of augmentation forces, and explicitly state where or when the transfer takes place. Another paragraph, entitled "Command Relationships," will state the command relationships for all relevant forces employed in the exercise.

9. Tasks and Responsibilities.

9.1. HQ PACAF/DO.

9.1.1. DOX.

9.1.1.1. Resolve USAF exercise organization and command relationships issues for exercises.

9.1.1.2. Publish PACAF exercise EXORDs, to include description of Air Force organization and command relationships after consulting with PACAF/XPM. The EXORD will be the source document used by XPM to establish expeditionary units through G-series orders, and to produce associated command relationships chart.

9.1.2. POSC/CAT.

9.1.2.1. Monitor for pending contingency operations.

9.1.2.2. POSC/CAT Director appoint a "lead functional OPR" for any upcoming contingency. A lead functional OPR is appointed to manage HQ PACAF coordination with PACOM counterparts, deploying forces, receiving bases, and other HQ PACAF functionals, as required, to develop associated PACAF courses of action, operational orders, and/or CONOPS. Normally A3 (or an A3 designate) should be the lead functional OPR for aircraft deployments, but potentially LG, SG, CE, SC or another director could be the lead functional OPR. For large efforts, the Contingency Planning Team (CPT) should be assembled to provide the necessary

level of effort.

9.1.3. **PACAF AMOCC/CC.** Exercise COMPACAF's OPCON of air mobility assets. As PACAF's single command and control layer for intratheater air mobility operations external to a JTF, be prepared to recommend options for air mobility support to exercise and contingency operations.

9.1.3.1. Advise on suitability of transferring (OPCON or TACON) PACAF air mobility assets to a new JTF versus the PACAF AMOCC operating in a supporting role to the new JTF.

9.1.3.2. Advise on suitability of requesting TRANSCOM augmentation (OPCON or TACON) of air mobility assets for theater use (i.e., either PACAF AMOCC or JTF).

9.1.3.3. Advise, review, and comment on air mobility operations in plans, EXORDS, DEPORDS, and other orders and documents as appropriate.

9.2. **HQ PACAF/XP.**

9.2.1. **XPX.**

9.2.1.1. Advise PACAF staff on command relationships of PACAF forces, as well other Air Force forces operating in theater.

9.2.1.2. Advise PACAF staff on doctrinal concepts affecting expeditionary unit organization and command relationships.

9.2.1.3. Advise, review, and comment on command relationships in plans, EXORDS, DEPORDS, and other orders and documents as appropriate.

9.2.1.4. Assist XPM in development of command relationship and organizational diagrams.

9.2.1.5. Write Annex J, Command Relationships, for all COMPACAF plans.

9.2.2. **XPM.**

9.2.2.1. Advise PACAF staff on organizational structure and designation for expeditionary units.

9.2.2.2. Develop organizational structure and unit designations for expeditionary units.

9.2.2.3. Develop and publish organizational diagrams for expeditionary units.

9.2.2.4. Develop and publish command relations diagrams for expeditionary units.

9.2.2.5. Publish G-Series orders activating or inactivating expeditionary units.

9.3. **HQ PACAF/JA.**

9.3.1. Advise PACAF staff on UCMJ and other legal responsibilities inherent in or assigned through delegated command authority.

9.3.2. Advise PACAF staff on appointment or assumption of command IAW AFI 51-604.

9.3.3. Coordinate on all G-Series orders activating or inactivating expeditionary units.

9.4. **All HQ PACAF Directors.** Coordinate with Service component counterparts and wing functionals to ensure common understanding of command and organizational issues. Lead coordination effort to properly organize forces under your functional purview. If identified as "lead functional

OPR" for an exercise or contingency deployment, provide staff leadership as described in paragraph [9.1.2.1](#).

9.5. PACAF Wing/CCs.

9.5.1. **Deployments.** Ensure deploying unit personnel understand organization and command relationships for their deployed location.

9.5.2. **Employment from Home Station.** Ensure your wing personnel and tenant units understand the organization and command relationships they currently operate under, and will operate under during contingency operations. Advise HQ PACAF on the best way to integrate inbound forces into the wing structure. HQ PACAF/XPM will publish G-series orders establishing new units (e.g., groups, squadrons) after coordination with the affected wing. For OPLANS/CONPLANS with established TPFDDS, wings will propose to HQ PACAF/XP subordinate wing organizations down to the squadron level in order to allow XPM to rapidly generate the required G-series orders at execution.

10. Coordination. Tasked organizations are authorized direct liaison authority to facilitate coordination. HQ PACAF/XPX/XPM will be information addressees on all record communications establishing and/or stating command relationships of PACAF assigned and gained units.

GLENN F. SPEARS, Brig Gen, USAF
Director of Plans and Programs

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

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AFDD 2, Organization and Employment of Aerospace Power, 17 Feb 00

AFPD 38-1, Organization, 1 Jun 96

AFI 38-101, Air Force Organization, 23 Dec 03

Joint Publications 0-2, United Action Armed Forces (UNAAF), 10 Jul 01

Air and Space Commander's Handbook: The COMAFFOR , 12 Aug 02

USPACOMINST 3020.2L, Command Relations in USPACOM, Draft, Mar 04

CJCSM 3122.01, Joint Operations Planning and Execution System (JOPES) Vol I (Planning Policies and Procedures), 18 Jan 00

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Naval Doctrine Publication 6, "Command and Control. 19 May 1995

Abbreviations and Acronyms

AB—Air Base

ADCON—Administrative Control

AEF—Air and Space Expeditionary Force

ATEG—Air and Space Expeditionary Group

AETF—Air and Space Expeditionary Task Force

AEW—Air and Space Expeditionary Wing

AF—Air Force

AFB—Air Force Base

AMOCC—Air Mobility Operations Control Center

AOI—Area of Interest

ARC—Air Reserve Component

ARS—Air Refueling Squadron

ARW—Air Refueling Wing

COCOM—Combatant Command

COMAFFOR—Commander Air Force Forces

CPO—Consolidated Planning Order

CRWG—Command Relationship Working Group

DMS—Defense Message System

EABG—Expeditionary Air Base Group

EARS—Expeditionary Air Refueling Squadron

EAS—Expeditionary Airlift Squadron

EFS—Expeditionary Fighter Squadron

EOG—Expeditionary Operations Group

ESPTG—Expeditionary Support Group

FS—Fighter Squadron

HOI—Headquarters Operating Instruction

HQ—Headquarters

NAF—Numbered Air Force

OPCON—Operational Control

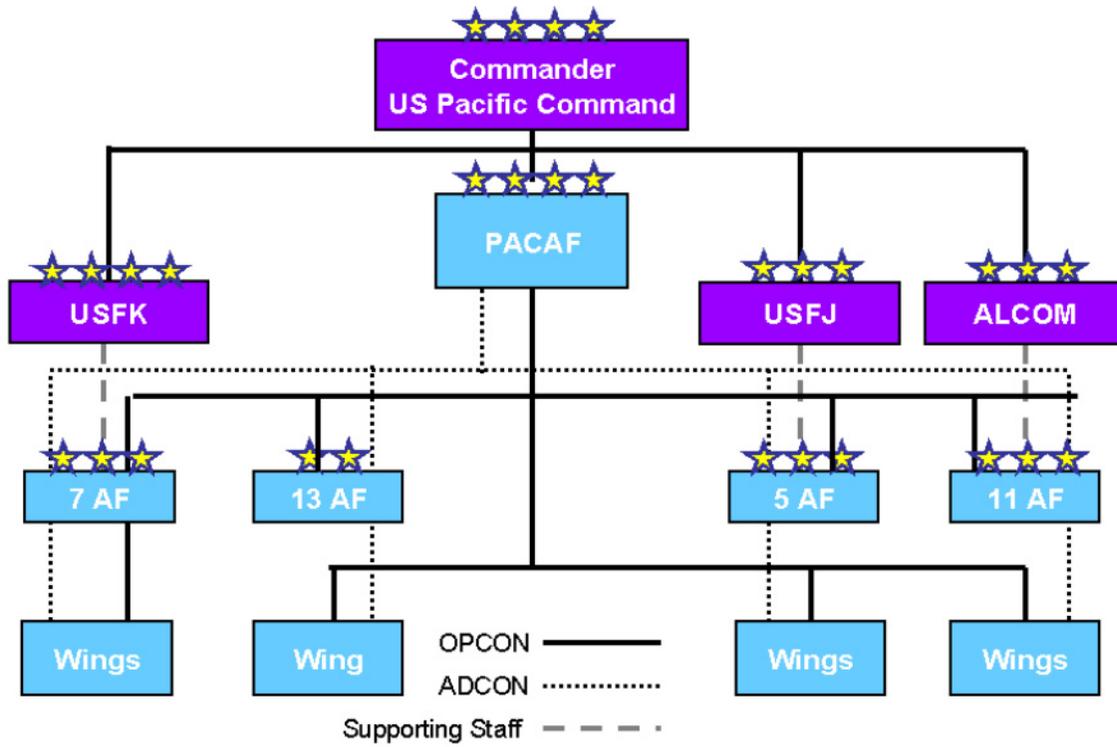
TACON—Tactical Control

US—United States

USAF—United States Air Force

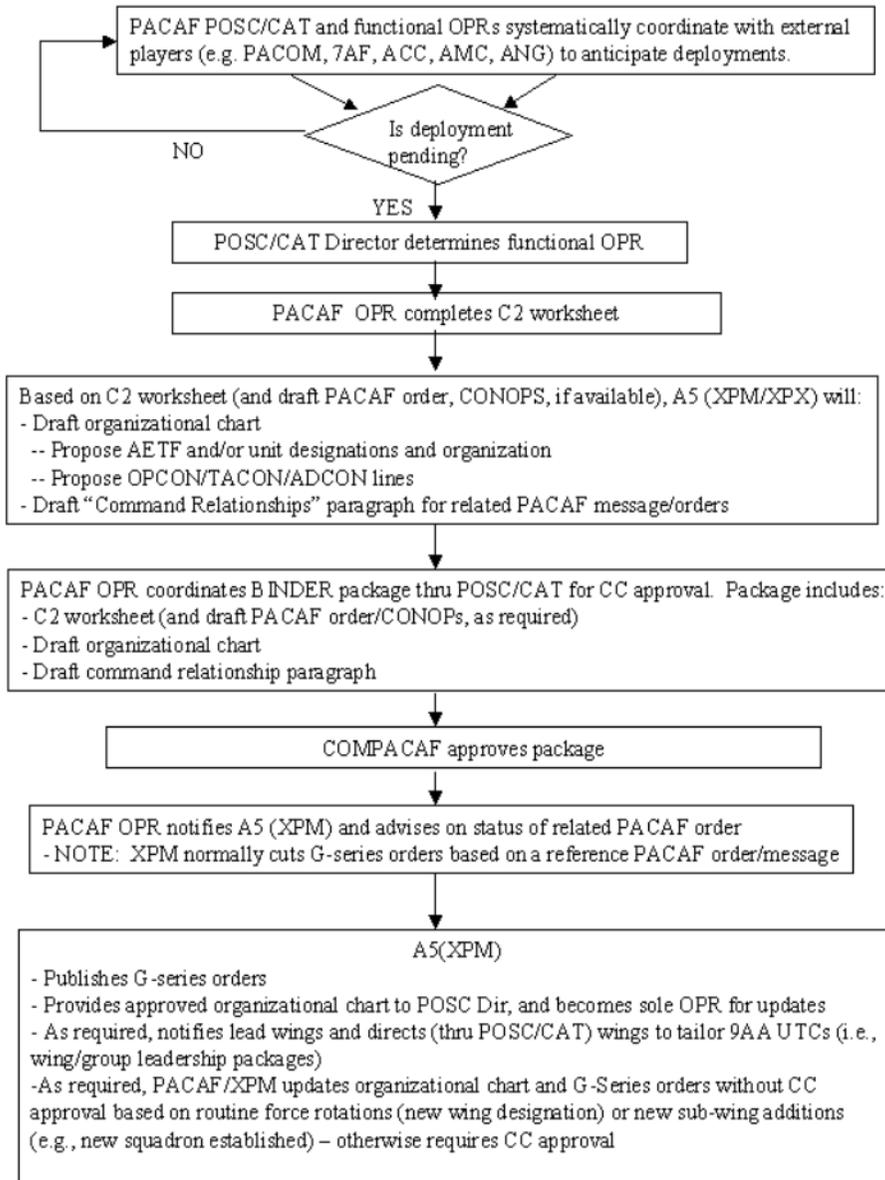
Attachment 2

PACAF PEACETIME COMMAND RELATIONSHIPS



Attachment 3

HQ PACAF STAFF PROCESS FOR PRESENTATION OF FORCES



Attachment 4

SAMPLE C2 WORKSHEET

Date:

OPR:

1. Briefly identify the situation, the proposed joint force structure and the joint mission.

2. Identify the expected PACAF/air component mission.

3. Identify proposed Air Force forces in as much detail as possible, to include number and types of forces, parent wings and squadrons, proposed beddown locations, and proposed lead wing for each beddown location (for non-PACAF MOBs).
NOTE: Lead wings/groups must be identified in order to propose organizational structure.

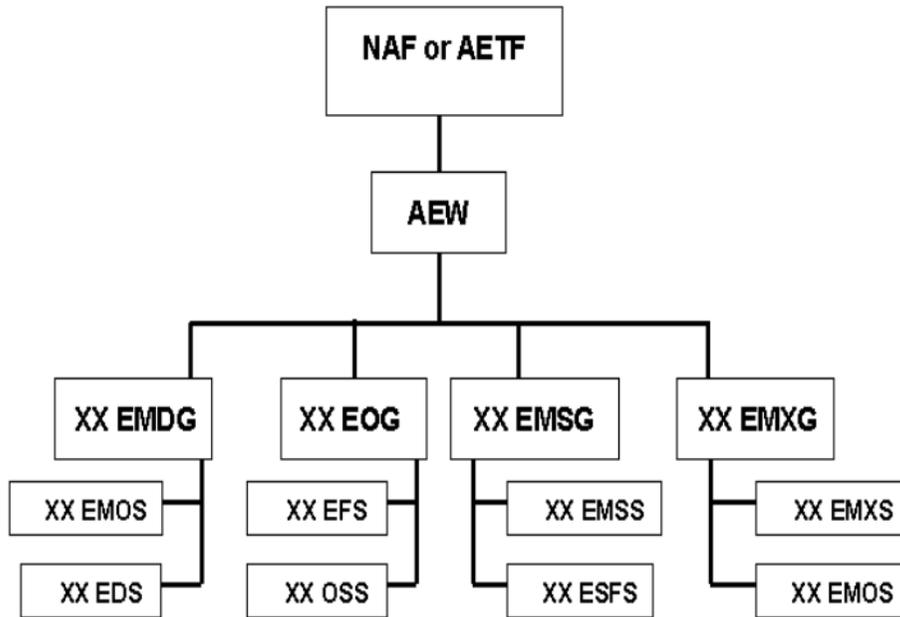
4. Propose COMAFFOR and DIRMOBFOR for new JTFs.

5. Identify tasking authority and mechanism above the wing level (e.g., JFACC ATO)

6. Identify and make available all pertinent existing orders/documents (e.g., orders/messages/CONOPs).

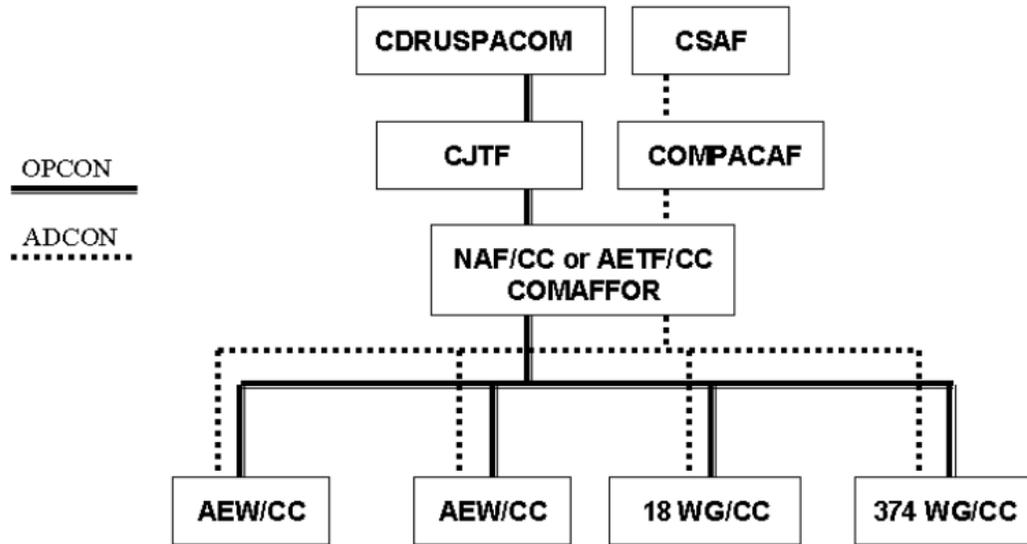
Attachment 5

SAMPLE ORGANIZATIONAL DIAGRAM



Attachment 6

SAMPLE CONTINGENCY COMMAND RELATIONSHIPS DIAGRAM



Note: OPCON and ADCON to all wing forces extends through wing commander unless subordinate lines are included to depict otherwise.