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FOR DOCTRINE DEVELOPMENT AND EDUCATION



ANNEX 3-30 COMMAND AND CONTROL

HOMELAND ORGANIZATIONAL CONSIDERATIONS

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Military operations inside the United States and its Territories fall into two mission areas: homeland defense, for which the Department of Defense (DOD) serves as the lead federal agency and military forces are used to conduct military operations in defense of the homeland; and civil support for which DOD serves in a supporting role to other agencies at the federal, state, tribal, and local levels.

For most homeland scenarios, Air Force forces should be presented as an air expeditionary task force (AETF) under the operational control (OPCON) of a commander, Air Force forces (COMAFFOR), just as in any other theater. Air National Guard (ANG) forces, whether activated and operating in Title 10 status, supporting a Federal mission or operation under Title 32 and attached to a combatant command (CCMD), or remaining under state control in Title 32 or state active duty status, should still be organized and presented within an AETF or equivalent structure.

For homeland operations, 1st Air Force (Air Forces Northern) (1AF [AFNORTH]) is the Air Force component to US Northern Command (USNORTHCOM) and the designated USNORTHCOM joint force air component commander. Within North American Aerospace Defense Command (NORAD), the Commander, 1AF (AFNORTH), is also the commander of the continental US (CONUS) NORAD region.

The command relationships between a joint force commander (JFC) and a COMAFFOR in a homeland context should be as previously described for any other region—although legal and interagency considerations may have significant impact, the homeland is not a special case regarding command and control (C2) or organization of air, space, and cyberspace forces. The COMAFFOR should still be under direct operational control of a designated JFC, should still normally exercise OPCON and administrative control (ADCON) over the Air Force Service component forces, and should still coordinate activities with other components and outside agencies to achieve JFC objectives. Additionally, when the ANG is operating in Title 32 or state active duty status under the authority of a state governor, a similar command relationship exists between the state Adjutant General or joint task force (JTF) commander and the designated ANG air commander.

Additionally, the Secretary of Defense may request State governors to allow their respective ANG personnel or units to support federal operations or missions such as providing intelligence and cyberspace support to combatant commanders (CCDRs) or supporting civil authorities pursuant to Title 32. ANG personnel and units would remain

in Title 32 status, but be attached to the Service component of a CCMD, and under the operational authority of the CCDR. The nature, extent, and degree of control exercised by the CCDR and his subordinate commanders, including dual-status commanders, would be set forth in a command arrangements agreement (CAA) agreed upon by the Secretary of Defense and State governors. The CAA would be similar to those negotiated for multinational operations. Administrative authority for ANG personnel and units would remain with the State.

In some civil support operations, a JFC may elect to allocate combat support forces to subordinate functional task force commanders (TFCs) with a specification of OPCON to the TFC. For example, a JFC in a major disaster relief operation might organize forces into separate engineering, transportation, and medical task forces. This organizational scheme—a legacy construct which sidesteps the role of Service components and Service component commanders—divides Air Force assets among other component commanders and fractures Service unity of command. This is not the most operationally effective scheme for achieving unity of command and unity of effort under a single Airman. Ideally, the JFC allows the COMAFFOR to retain OPCON of all assigned and attached Air Force forces. The COMAFFOR then provides direct support to the various functional TFCs with the COMAFFOR as a supporting commander.

In disaster relief operations, particularly in consequence management of a manmade or natural disaster, the Air Force contribution will likely include a Total Force mix of capabilities. ANG forces may be activated under Title 10; support a federal response remaining in Title 32 status, but attached to and under the control of a CCDR; or more normally operate under Title 32 or state active duty status under the authority of their governor.

Each state has a state joint force headquarters (JFHQ-State) that may provide a contingency C2 capability in support of homeland defense, civil support, and other related operations, and may thus function as a bridge between state and federal forces. Additionally, a governor may stand up a JTF-State to provide direction and control of assigned non-federalized National Guard forces and those attached from other states. ANG forces conducting operations in Title 32 or state active duty status should be organized as an AETF or equivalent within their state force structure to provide unity of command, with a single Airman in command of the ANG forces.

State and federal military forces may adopt a parallel command structure.

- ★ A parallel command structure exists when state and federal authorities have separate chains of command, and retain control of their deployed forces. Unity of effort and decisions of mutual interest are handled through a coordinated liaison effort of the political and senior military leadership of state and federal forces.
- ★ Federal statutes now provides the capability for a dual status command structure, in which a designated commander subordinate to a combatant commander may unify and streamline the command structure by simultaneously serving in Federal and

State duty statuses while performing the separate and distinct duties of those statuses over forces in Title 32 as well as forces in Title 10. The command authority for forces in Title 32 attached to the CCDR is exercised by a dual-status commander pursuant to a CAA. Additionally, the statute requires both presidential authorization and a governor's consent to invest a commander with dual status.

A similar situation may occur in a civil support scenario when a mix of medical and line Air Force forces are presented to a JTF commander. Because medical officers cannot command line forces, a senior line officer may have to be designated to serve as COMAFFOR.

For more detailed discussion on homeland operations in general, see Annex 3-27, [Homeland Operations](#). For more discussion on dual-status commanders, refer to Joint Publication 3-38, *Defense Support of Civil Authorities*, Appendix C, "[Department of Defense Dual-Status Commander](#)."
