



Insights & Best Practices



Air Component Integration in the Joint Force

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Preface

This paper¹ addresses insights and best practices in achieving synergy with the joint force air component in those cases where a USAF-led Theater Joint Force Air Component Command (JFACC) is supporting an established Joint Task Force (JTF) in an irregular warfare, land-centric environment. We also address considerations for the use of JTF JFACCs. We do not address integration in the maritime environment and the more traditional (conventional) environment, but believe many of our insights may apply. Nor do we address other key integration topics such as air integration with other government agencies or USTRANSCOM initiatives.

This focus paper builds on insights in the July 2008 JWFC publication “Insights and Best Practices on Joint Operations,” and the “SOF Integration” and “JTF Command and Control” JWFC focus papers. These three papers address trust and confidence, personal relationships, decentralization, empowerment, and command relationships in much more detail. Other JWFC insight and best practice focus papers are also available. They are at <http://jko.cmil.org>. See “JWFC insight and focus papers.”

The Joint Warfighting Center’s Joint Training Division (JTD) works closely with the four Service training organizations (USAF OCTP, USA BCTP, USMC MSTP, USN AAT), and the SOF joint training organization (SOCJFCOM) to gain and share insights on joint operations.² We are all afforded the opportunity to support commanders and staffs of joint headquarters worldwide as they prepare for, plan, and conduct operations. We gain insights into their challenges and draw out and refine what we term “best practices” to share with others. I thank these joint headquarters for sharing their challenges and lessons learned, and Maj Gen Kevin Kennedy (former ACCE in AFG), OCTP, and Lt Gen (Ret) Mike Short for their significant contributions to this paper. We also drew on several Trip Reports and Lessons Learned Reports.³

We want to get your thoughts on this subject. Please pass on your comments, insights, and best practices so that we may share them throughout the community. Contact the JTD POC for insights and best practices, Mike Findlay at (757) 203-5939/7021 or email at Michael.Findlay.ctr@jfcom.mil.

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² OCTP: Operations Command Training Program, BCTP: Battle Command Training Program, MSTP: MAGTF Staff Training Program, AAT: Advise and Assessment Team, SOCJFCOM: Special Ops Cmd USJFCOM.

³ One LL report was Integration of Airpower dated 22 Aug 08. Prepared by Office of Air Force Lessons Learned (HQ USAF/A9L). Also used the 24 Mar 08 Air Force / Marine Tiger Team (AFMCTT) trip report.

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1. Executive Summary

Airpower is an important contributor to mission accomplishment, particularly in the irregular warfare environment. It provides significant complementary capabilities to the JTF in the form of air, space, and cyberspace capabilities. Historically, irregular warfare has been a relatively permissive environment for airpower. As a result the highest demand for airpower assets has focused on a subset of mission areas categorized by primarily supporting ground forces / SOF including ISR, armed overwatch and close air support, precision navigation, airspace control, communications support, electronic warfare, information operations, airlift, airdrop, and building capabilities of an indigenous air force. The continuing challenge for joint and component commanders is how to best integrate these capabilities at the lowest appropriate level to gain synergy and harmony while increasing speed of execution in the tactical fight.

A “one team, one fight” mindset elevates the focus of subordinates beyond that of a component perspective to one focused on overall mission

Warfighters who instill a “one team, one fight” mindset and empower their subordinates can synergistically bring these capabilities together to best accomplish the mission while minimizing risk to both the mission and the force.

accomplishment. This mindset directly supports unity of command and unity of effort as components think through how they can help each other to better accomplish the higher commander’s mission. It nurtures teamwork and builds trust and confidence.

Decentralization of tactical execution and empowerment of subordinate tactical commanders enable synergy and harmony of operations at a much faster “speed of war”⁴ in which we make decisions and execute faster than the enemy. A decentralized, empowering approach emphasizes tactical level initiative and horizontal linkages between forces at the lowest appropriate levels to take advantage of complementary capabilities. This breeds resilience, speed and agility

in the command and control system by minimizing the complex, vertical “up, over, and down” information and approval flow through higher headquarters that characterizes slower, stovepiped, centralized C2 thinking.

Regardless of echelon, the key to JFACC success is the provision of robust integration elements capable of harmonizing air power at the operational and tactical echelons.

Key Insights:

- Commanders set the climate for this one team mindset.
- Ensure clear command relationships exist between the forces at all levels – theater strategic, operational, and tactical.⁵
- Develop the capability for integration of airpower down to the ground force brigade / Regimental Combat Team (BCT/RCT) and even battalion level when appropriate, to enable decentralized operations.

⁴ “Speed of War” is a commonly used expression alluding to the rapid decision making and execution necessary to operate within an adversary’s decision cycle (or OODA loop). This is particularly relevant in irregular warfare where the adversary may plan at low levels and act without detailed coordination.

⁵ See appendix for insights on supported and supporting command relationships.

- Agility and resilience are a direct and positive result of decentralization to the appropriate, capable echelon.
- Fully share capabilities and limitations. Greater transparency will enhance mission success and reduce risk. Be transparent in planning / operations at the strategic, operational and tactical levels.

We find that the increasingly complex environment, advances in technology, and limited AOC staffing resources, coupled with the broad reach of air assets have led to the development of Theater JFACC organizations to support the Geographic Combatant Command's (GCC's) AOR-wide missions. Additionally, GCCs have also increased their use of JTFs to address needs within their respective AORs. This has placed further demands on the Theater JFACC. Early on, there were perceptions that these Theater JFACCs posed challenges to tactical level synergy and harmony in the irregular warfare environment and that airpower was not fully responsive and accessible to support tactical ground operations. Senior Air Force leaders recognized this challenge and instituted the ACCE (Air Component Coordination Element) concept early before OIF, deploying a General Officer and staff to the adjacent theater-level components and subsequently to established joint headquarters such as Multinational Force – Iraq (MNF-I) to ensure effective crosstalk. They are also working to increase the robustness of the Theater Air Control System (TACS) to better harmonize air power at the operational and tactical echelons. They have additionally refocused education, training, and leader development to better integrate airpower capabilities at all echelons.

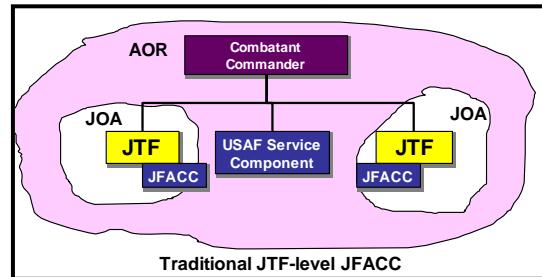
We're finding the Theater JFACC concept is effective as long as there is common understanding of the situation and GCC priorities, clear delineation of supported/ing command relationships, responsive support to supported commanders, and most importantly, a robust capability (specifically the TACS) capable of harmonizing all aspects of air and land power at tactical echelons. There is also value in approaching each situation without a preconceived solution. At times a single Theater JFACC may work fine. In other instances, multiple JFACCs (at both the theater and JTF) may be more advantageous.

Best Practices at the GCC, JTF, and JFACC Levels:

- GCCs should recognize and facilitate both AOR-wide and JTF requirements for airpower. They should focus on building a command team atmosphere where the various components and forces share a common visualization of the AOR and understand their interdependence with each other. The GCCs should clarify supported and supporting command relationships and associated prioritization decisions to ensure a common understanding and synergy across the force.
- JTFs have adapted to not always "owning" their own JFACC, but rather gaining the necessary and responsive access to JFACC capabilities by both leveraging their designation as supported commanders within the broader GCC C2 construct (and priorities) and through robust airpower integration at all levels.
- Theater-level JFACCs have also adapted to their supporting commander role vis-à-vis established JTFs by focusing on building personal relationships, deploying appropriate liaison (e.g. the ACCE) and developing more robust integration capabilities (e.g. TACS) at not only the JTF HQ, but also at all echelons down to the tactical level to facilitate decentralized tactical execution.

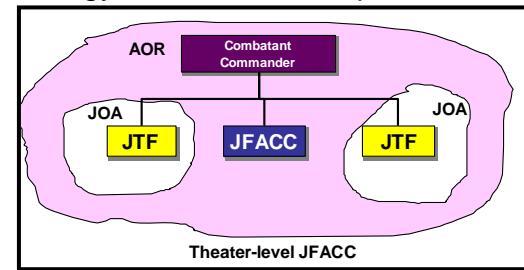
2. The Reality of Today's Theater Air Operations

While Air Force doctrine supports single or multiple JFACCs in an AOR, over the past 15 years we largely moved away from JTF-level JFACCs (see figure) in which the JTF commander was provided a subordinate JFACC in an OPCON relationship to today's use of Theater-level JFACCs.⁶ (We limit our JFACC discussion to that of USAF vice other Service-provided JFACCs and do not fully address the Service Component aspects (i.e. AFFOR))



JTF JFACCs were "owned" by the respective JTF commander. Doctrine and training laid out well established JTF-level ISR, Targeting, and Strike processes that fully integrated these JFACC capabilities into the JTF concept of operations and decision making processes. However, there was a continual challenge to resource these JTF JFACCs with all of the necessary capabilities (e.g. C2 capability, aircraft, AOC staff) under the JTF without stripping the GCC of capabilities required for other AOR & JTF missions.

The global nature of challenges and responses coupled with high demand and low density forces increased the need for agility at the GCC level across their Area of Responsibility (AOR). This need for agility and optimization of airpower across AORs, coupled with advances in information technology, led to the widespread use of Theater-level JFACCs. Positioning a JFACC at the CCDR-level provides the best means to exploit the contributions of joint airpower across the entire theater and take advantage of the tremendous speed, range and flexibility of modern airpower. This works particularly well when the CCDR chooses to "fight the fight" himself, as was the case during DESERT STORM and OIF I. Additionally, the Theater JFACC, if designated as the Area Air Defense Commander, enables the CCDR to integrate all aspects of the air and missile defense fight across his AOR.

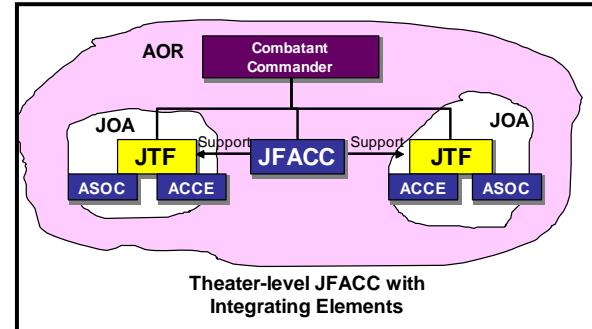


However, this highly centralized approach does not always meet the demands of Joint Force Commanders below the CCDR's level. Initially, there were significant challenges in achieving synergy in JTF fights with this Theater JFACC construct primarily due to lack of understanding the 2nd and 3rd order implications of the paradigm shift from JTF JFACCs to a Theater JFACC structure. Some JTFs perceived that they were basically left without responsive or readily accessible airpower. We observed:

- There was little doctrinal and experiential basis for the interaction of Theater JFACCs with JTFs.

⁶ There are exceptions. In Korea, there is a duly designated sub-unified commander and the USAF provides the appropriate component commander and forces to support this command.

- There was also a weakening in personal relationships, and associated trust and confidence due to the changed organization / C2 structure, heavier reliance on virtual vice physical presence, and greater geographical distance between HQs.
- The GCCs were not configured to take on the necessary ISR and targeting staff functions that had traditionally been done at the JTF level.
- There was little experiential basis identifying the need for the GCCs to clearly designate the supported command authorities of the JTF and supporting command responsibilities of the JFACC, and provide clear priorities.
- The JFACC primarily looked to the GCC (its OPCON HQs) for direction vice horizontally to the JTF (the supported commander). Insufficient liaison and coordination elements were deployed to the JTF HQs and subordinate elements.
- GCCs and their components (including the JFACC/COMAFFOR) and JTFs did not appreciate the increased significance of the TACS at the tactical level and the requirement for additional skill sets within the TACS organizations.



Our senior Joint and Air Force leaders recognized these challenges and worked to improve the synergy of operations through the use of some of the actions below. They coupled use of Theater JFACCs with the use of still maturing Air Component Coordination Elements (ACCE) as operational level LNOs at the Theater functional component and JTF HQ, and tactically focused Air Support Operations Centers (ASOC) collocated with senior Army echelon's fire support element (FSE), normally at the Corps HQ.⁷ The ACCE was first envisioned as a senior liaison element to supported components and proved very effective in this capacity. We had great success with the ACCE during the early portion of OIF when Maj Gen Dan Leaf represented the CFACC at GEN McKiernan's land component HQs. Former 7th AF Commander, Lt Gen Steve Wood, took the concept a step further and deployed ACCEs to all of the components supporting the Combined Forces Commander on the Korean Peninsula. The ACCE has also been invaluable in helping the JTF commanders address other non-kinetic airpower aspects such as airfield improvement planning, ramp space, host nation interaction and the like.

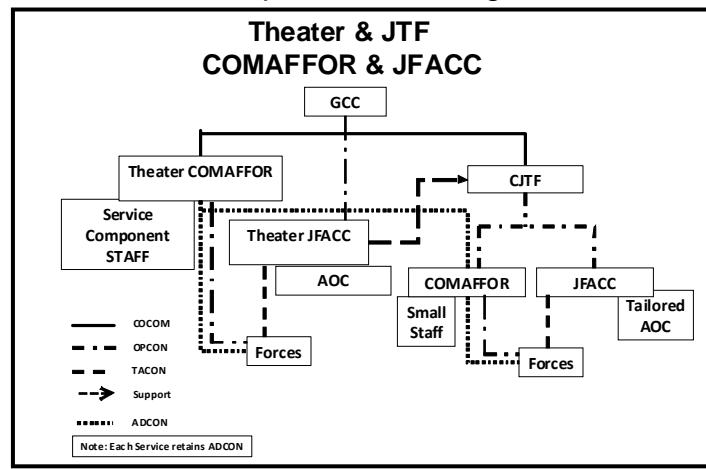
This Theater JFACC approach works -- when combined with:

- Increased sharing of the GCC's visualization of the AOR and requirements.
- GCC-directed supported/ing command relationships with other organizations (e.g. established JTFs) that may exist within the AOR, directed priorities of effort and support, and risk guidance.
- Appropriate GCC level guidance and oversight in targeting and ISR management.

⁷ We'll address specifics of the command relationships and the ACCE in subsequent sections. We recognize that the ASOC is a corps level asset (we use the term JTF due to land-centric focus of the paper).

- Robust coordination and integration elements at the JTF HQ and subordinate units to better harmonize airpower at the operational and tactical level. We'll discuss these coordination and integration elements in subsequent sections.

In some cases, a subordinate joint force commander (e.g. at JTF level) may best employ airpower through a JTF JFACC. This concept of establishing JTF JFACC in addition to a Theater JFACC is a viable option. As noted in the adjacent figure, this concept has a COMAFFOR and JFACC at both the GCC and JTF.⁸ Key to its success is prioritization, apportionment and allocation of assets to the Theater and JTF organizations. There is no set piece solution regarding apportionment and allocation of assets across an AOR. In many cases, some High Demand /



Low Density assets may remain at Theater level; other higher density assets may be allocated between Theater and JTF organizations. In either event, the apportionment and allocation of forces is dynamic and requires continual GCC, JTF, and JFACC attention. This concept also affects the ISR and targeting responsibilities at the GCC and JTF level. Command relationships including OPCON, TACON, Support, and ADCON must also be clearly delineated as well as clarifying authorities and responsibilities. Sizing and sourcing of the additional HQs and Air Operations Center (AOC) must also be considered. We'll discuss this further in section 4.

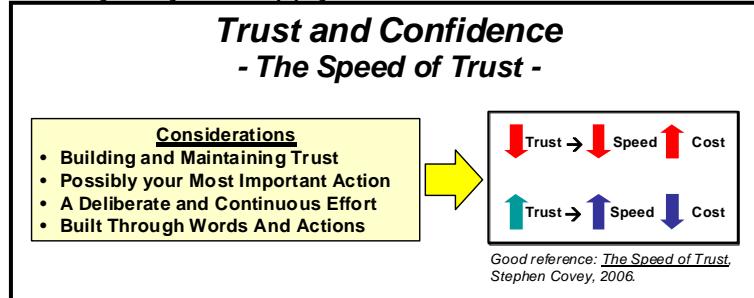
⁸ Numerous Air Force and joint studies address both the theater and JTF JFACC options. Basis for the adjacent slide came from a EUCOM exercise in which they analyzed different options for optimizing air support.

3. The Concept of Decentralization

Much has been written on decentralization and empowerment of subordinates to speed execution and better focus action. We find that decentralizing tactical authorities and capabilities to the lowest "appropriate" level capable of integrating the many available capabilities can best achieve success within a higher prioritization process. As depicted by the oval on the adjacent figure, this decentralized approach to tactical execution can shorten decision-making time and speed execution. However, integrating too much too low can cause significant problems for units not equipped, manned, or trained to handle those capabilities. Likewise, as we pursue this decentralization, we must ensure that the higher commander maintains a broader awareness facilitating reapportionment and reallocation of assets when necessary. One could also argue that the degree of desired decentralization is different in traditional versus irregular warfare. However, while most of our observations orient on irregular warfare, we find that many of the benefits of tactical decentralization may very well apply in traditional warfare as well.

Trust: Trust is a prerequisite to decentralization, delegation of authority, and speed.

Stephen Covey in The Speed of Trust talks to trust as the "hidden variable" in the formula for organizational success.⁹ Trust always affects

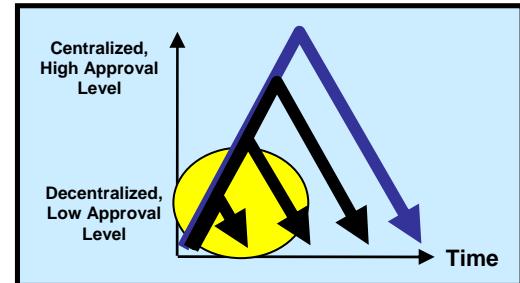


speed and cost (see figure). When trust goes down, speed goes down and cost goes up. Likewise, when one has high degree of trust, speed increases and cost decreases. Decentralization, trust, and transparency in both planning and action are all necessary contributors to speed of execution. We find that one can not talk decentralizing and empowerment while at the same time unnecessarily retaining decisions (e.g. CCIR and CONOP¹⁰ approvals) at higher levels. Nor can one restrict cross talk and transparency while expecting initiative and speed of action.

Full decentralization is not always the perfect approach: We recognize that full decentralization is not always the perfect approach. It can be viewed as inefficient, and in some situations, even ineffective. It can thwart massing or optimal use of capabilities to support the broader mission and force. The decentralized assets supporting one tactical force may not be able to rapidly shift to another possibly higher priority requirement. Additionally, while decentralization can promote success, it must be linked to the echelon's ability to best take advantage of the

⁹ Suggest reading The Speed of Trust by Dr Stephen Covey.

¹⁰ CONOP: Concept of Operations



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Trust and Confidence
- The Speed of Trust -



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decentralization. Complete decentralization of authorities and resources to a 'squad' level for control of an operation with numerous joint assets would likely be ineffective. Although the squad may have excellent situational awareness of their local area, it lacks the expertise and capabilities necessary to exercise control over the enabling capabilities needed to execute the mission. The takeaway from this is that a thought-out decentralization of authorities and empowerment of subordinates at the lowest "appropriate" level capable of integrating the many available capabilities is key to success. This may entail augmenting that lower headquarters with the expertise and connectivity to integrate the necessary capabilities.

***Decentralize tactical execution to the Lowest Level
Capable of Integrating Assets***

- May require augmenting a lower headquarters with both expertise and connectivity to integrate assets.
- Applies to ISR, airpower, USG agencies and other capabilities.

Service Differences: There are perceived differences in Service views on decentralization. However, despite the oft-quoted Army leaning toward decentralization and the USAF discussion on the merits on centralized control, both agree that appropriately decentralizing execution authority allows local commanders to respond to local situations and best apply assets according to their superior situational awareness. From a JFACC perspective, one could argue that the execution piece of centralized control and decentralized execution is actually "tactical control." In other words, what the CFACC and MNC-I do today in Iraq is provide "centralized control" of air assets at the operational level. During tactical air execution, there is still some "centralized control" within a largely decentralized execution system. Depending on the operating environment, this decentralized execution may occur at the JTF, Division, BCT, or even, battalion level.

Prioritization of high demand / low supply assets and Centralization: Many confuse the need for appropriate prioritization of high demand / low supply airpower assets with a desire for centralization. We see the need for a defined "prioritization process" whenever demand exceeds supply of a particular "capability."

This "prioritization process" logically entails a certain degree of "centralization" in resource allocation. The more the demand outpaces the supply, the higher this "prioritization process" will have to work up the command chain to ensure the best

Prioritize to Support Decentralization

- There are numerous high demand/low supply supporting capabilities
- High demand ratio drives need for prioritization efforts at the appropriate echelon
- Up front Prioritization enables "agility" in execution through decentralized execution
 - Based on the "Capacity of the Capability"
 - Capacity is a function of the capability's "speed of maneuver" (physics/response time) and interoperability
- Supporting Capability supports highest priority at time of execution

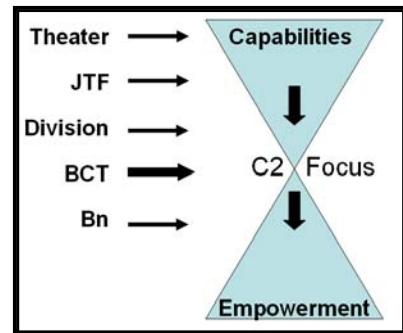
Insights

- Centrally prioritize high demand / low supply assets to enable decentralized execution
- Develop both planning and near term execution prioritization processes

application of limited resources. This isn't due to a desire for "centralized planning," but rather because the supply/demand ratio requires this prioritization process.

This perceived rigidity from this “centralized prioritization” in planning can be greatly mitigated during execution through the “speed of maneuver” of many airpower assets. We have a tremendous ability and agility to “maneuver and mass” airpower assets due to their speed and range coupled with increased interoperability in today’s information age. A pre-established set of “priorities” can be leveraged through decentralized execution to ensure we “maneuver” capabilities in the most agile manner to address the highest, current priorities such as troops in contact or immediate need for ISR. As an example, airborne strike assets are assigned to the highest priority JTARs (Joint Tactical Air Request) during the planning process through a centralized “prioritization” process. However, where required, they can be readily re-roled with agility onto higher priorities (when they arise) in execution.

Focused Decentralization: The Joint Center for Operational Analysis (JCOA) termed the concept, “Focused Decentralization” in their study of decentralization in Iraq, in which the system was flexible enough to allow selected echelons to act as the C2 focus point based on the aspects of the environment (METT-TC). They found that the C2 arrangement was neither centralized control and decentralized execution, nor was it completely decentralized control. Rather, an appropriate lower-echelon headquarters was designated (*and resourced*) to serve as the C2 focus for a specific mission. JCOA termed this “focused decentralization.”¹¹



Implications for Air Integration: We find the Air Force and the various AFFOR/JFACCs recognize both the value of centralization for prioritization and efficiency purposes and decentralization for more effectiveness in tactical operations. They also realize the requirement for increased mutual trust and presence in tactical ground formations recognizing that in some cases Marine Air Officers outnumber Air Force Air Liaison Officers (ALOs) by 12:1 at the Brigade level and below. They also note how the decentralized planning and control provided through the Marine Air Command and Control System (MACCS) enables fast, flexible decisive action in a very complex and fluid environment.¹²

Subsequent sections address the need for a common AOR-wide visualization of the environment and requirements to enable this decentralization, and how the decisions on single or multiple JFACCs and AOCs, robustness of ACCEs and the Tactical Air Control System (TACS) including the ASOCs, ALOs, and TACs at all levels, and role of liaisons to the JFACC (e.g. Battlefield Coordination Detachments (BCDs) and Special Operations Liaison Elements (SOLE)) are essential to decentralization.

¹¹ USJFCOM’s Joint Center for Operational Analysis (JCOA) studied the joint tactical environment in Iraq. We incorporated many of their observations and analysis in this paper. Contact them at JCOA.ED@jfcom.mil.

¹² Air Force / Marine Tiger Team (AFMCTT) trip report to CENTCOM AOR. 24 Mar 08.

Historical vignette – Northwest Europe 1944.

This provides a relevant example of prioritization, decentralization, and empowerment taken from World War II. It demonstrates the timeless nature of command and the continuing focus on increasing “speed of execution.”

Decentralized Air Support: Northwest Europe 1944

From 1943-45 the US Army Ninth Tactical Air Force (9AF) was the US element of the Allied Tactical Air Forces, the air component of the Allied Expeditionary Forces under the joint command of Gen Dwight Eisenhower. Structured with a variety of medium and light bomber, fighter and transport units, its mission was tactical support of the ground units in the invasion of Northwest Europe. Its tasks included air superiority, air defense, interdiction, airlift and close support of ground forces.

Once the ground forces were established ashore 9AF deployed subordinate Tactical Air Commands (TAC's) consisting largely of fighter-bomber and reconnaissance aircraft to forward operating locations in direct support of US field armies. The IX TAC was assigned to support the 1st US Army commanded by Gen Omar Bradley. Its imaginative and innovative commander Brig Gen Pete Quesada co-located his headquarters with Bradley's and together they adapted the tactics, techniques and procedures (TTP) of the day to meet the tactical situation at hand.

These TTP for the decentralized employment of close air support, sometimes at variance with established Army air-ground doctrine, were a major factor in the breakout from the Normandy lodgment (Operation COBRA) and the subsequent exploitation and pursuit across France. The air was particularly effective against enemy armor and is credited with preventing it from massing for counterattacks.

The following example of Quesada's commander's guidance is instructive in that it conveys an appreciation of the synergy to be generated by more effective air-ground integration, an understanding of the supporting-supported relationship and the trust and confidence he had in both his airmen and the soldiers they supported.

“Each of the rapidly advancing columns will be covered at all times by a four ship flight ... [which] will maintain a close armed recce in advance of the column. They may attack any target which is identified as enemy, directing their attention to the terrain immediately in front of the advancing column. The combat command [brigade] commander may monitor [the air frequency] to receive any information transmitted by the flight of FBs [fighter bombers] which is covering him. [He] may also request this flight to attack targets immediately in front of him. Targets which require more strength than the four ship flight will be passed back through ASP [air support party] channels and the missions will be accomplished by FBs on ground alert.”

Source: *Eisenhower's Lieutenants: The Campaign of France and Germany 1944-45.*
Russell F Weigley

4. GCC Level Setting of Conditions

As noted, within the paradigm of theater JFACCs, we find that the GCCs must provide the requisite higher degree of guidance for the interaction of their theater-level JFACC with established JTFs. This is different from the traditional concept of the GCC providing assets (e.g. a JFACC) OPCON to a JTF and then taking a more hands off approach to decisions such as apportionment and targeting. Both of these options, i.e. use of a Theater JFACC or establishing both a Theater and JTF JFACC, have advantages and disadvantages that need to be analyzed by the GCC prior to decision.

We find that the degree of synergy and harmony of air operations with the JTF is directly proportional to five key factors:

- The degree of a “one team, one fight” command atmosphere built and reinforced by the Combatant Commander, JTF, Theater JFACC, (and if established, JTF JFACC) commanders.
- Common shared appreciation of the GCC’s visualization of the AOR and the attendant requirements.
- Clarity of supported and supporting command relationships between the JTFs and Theater JFACC together with clear priorities of effort and support, and apportionment.
- Appropriate GCC level guidance and oversight in ISR and Targeting.
- Distribution and robustness of JFACC integration elements at the JTF HQ and with lower tactical echelons to enable decentralized execution with full access to airpower expertise and capabilities.

We’ve found that the GCC can set the conditions for success by clearly stating (and emphasizing) the supported command status of established JTFs and the supporting command role of a Theater JFACC. The GCC must also make the hard calls on prioritization and apportionment decisions working with the supported JTFs and Theater JFACC in order to provide sufficient guidance for the JFACC’s subsequent allocation decisions.

Different Services may interpret and use the terms priorities of support, priorities of effort, weight of effort, and apportionment quite differently. These different interpretations and use cause confusion and can reduce harmony in the force. A Land Component commander may focus (and rely) on priorities as part of mission type orders while the JFACC will normally look for GCC-directed weight of effort / apportionment guidance.

We normally see the GCC providing priorities of support and effort to the force AND apportionment guidance to the Theater JFACC. Priorities of support may address “who” has priority among the forces (e.g. a JTF), while priority of effort may address “what” has priority (e.g. disrupting a network). Weight of effort is synonymous to apportionment and differs from priority, particularly from an airman’s viewpoint. For example, it is possible to assign low weight of effort to the number one priority of effort based on adversary capabilities. (e.g. air defense/air superiority could be a high priority for the GCC but because of minimal adversary capability the GCC may direct the JFACC to give it little to no weight of effort in apportionment guidance.) We

find that these terms must be consistently understood and used by all the players – both at the GCC and the Components.

The GCC must also provide guidance and oversight for ISR and targeting to ensure theater-wide intelligence collection and targeting is occurring in accordance with GCC priorities while still being responsive to JTF requirements. We have observed cases in which the GCCs did not have the resources or at times the focus to fulfill their apportionment, ISR management, and targeting responsibilities, and instead, passed them off to the theater JFACC – at times to the perceived detriment of the JTFs.

The GCC in its role as a targeting authority also has a key role in laying out targeting approval levels. We've found that where possible the GCC should try to delegate authority to strike certain targets to the lowest appropriate level recognizing that some target approvals will likely be retained at GCC or higher level due to political or other strategic reasons.

The use of the ACCE at the JTF-level can be problematic, especially when collocated with Air Component C2 elements such as an ASOC. We've found that if there is a need for significant air-ground integration in a particular operation, it may be more beneficial to fully resource the C2 elements normally associated with that specific echelon of command. For a JTF, this may entail a JTF JFACC with appropriate tailored and scalable C2 capabilities, along with sufficient Air Force manning on the JTF staff. In those cases where a Corps is operating as the core of a JTF HQ, these functions might be combined with the ASOC collocated with a forward AOC, all under the command of the JTF JFACC.

The JTF JFACC Option. Based on the situation, the GCC in consultation with the Theater Air Force Component and JFACC, may opt to direct establishment of an AFFOR and JFACC subordinate to an established JTF to enhance the JTF's unity of command and simplicity of operations.

Obviously, this decision is made in conjunction with the insight and recommendations of the Air Force Component commander in both his theater COMAFFOR and JFACC roles. The affected JTF commander must also be included in the discussion and decision

Considerations for Establishing a JTF JFACC

Considerations	Retain at Theater JFACC	Establish JTF JFACC
Scope of JTF	Short Term	Enduring
Required Responsiveness	Not highly dynamic situation	High Intensity, Significant integration required
Number of Theater JTFs	Numerous. All requiring continuous airpower	Limited.
AOR-wide Airpower Rqmts	Significant requiring continuous apportionment	Minimal competition for resources
JTF JFACC HQ Sourcing / Manning	Short notice.	Available manpower & there is time to determine roles, functions, and train additional staff

process. We've noted some considerations on the above chart that we find may help frame analysis in the decision to establish a JTF JFACC. Some additional thoughts for establishment of a JTF JFACC are:

- If the preponderance of air assets is employed primarily in support of the JTF, a JTF JFACC may be appropriate.

- If the JTF CDR expects to assign missions for whom the JFACC would be the supported commander, a JTF JFACC may be appropriate.
- If joint airpower contributions are an integral supporting element of the JTF CDR's plan, a JTF JFACC is appropriate. Conversely, if airpower plays only a minor or tangential role, a liaison element from the Theater JFACC may suffice.
- If the JTF CDR has other joint airpower assets assigned or attached that are not withheld at the CCDR-level, a JTF JFACC is appropriate. This may be particularly useful when Marine airpower is employed in sustained operations ashore, alongside AF forces supporting other ground combat units.
- If the JTF is of sufficient magnitude as to warrant a senior Airman reporting to the JTF CDR; for example if a JTF is commanded by a 4-star officer, a dedicated JFACC may be appropriate at the JTF level.¹³

Any analysis must also consider what specific roles and functions that each JFACC and AOC will perform relative to each other. We believe that the JTF JFACC and AOC may be able to federate some functions with the Theater JFACC and AOC to optimize processes and use of personnel and equipment.

Insights at the GCC level:

- In conjunction with the JTF Commander, JFACC, and COMAFFOR decide to employ a JTF JFACC or to maintain a single Theater JFACC early in planning.
- Continue focus on sharing GCC-level understanding and visualization of the AOR, and perceived challenges and requirements together with commander's intent to empower subordinates and priorities to enable decentralized execution.
- Determine and enforce the supporting command relationship of a singular Theater JFACC to other GCC organizations, particularly JTFs. Ensure sufficient liaison is provided from supporting commands (e.g. Theater JFACC) to supported commands (e.g. JTF) to ascertain and provide support.
- Articulate those areas for which the Theater JFACC may continue to be the supported commander.
- Provide clear priorities of effort and support, and air apportionment decisions in commander's guidance and intent affecting the various supported commanders and activities across the AOR to enable optimal allocation of resources.
- Address risk to ensure common understanding between JTFs and the Theater JFACC in use of airpower.
- Clarify GCC, JTF, and JFACC roles and authorities for targeting and ISR nomination, approval, and dynamic retasking to ensure responsive support.
- Clarify airspace control authority (ACA) approval authorities and responsibilities for air operations in the AOR, JOAs, and over tactical AOs.
- Clarify ROE and collateral damage estimate (CDE) approval authorities and responsibilities the AOR, JOAs, and tactical AOs.
- Ensure resourcing of a robust, fully integrated and adaptable ACCE and TACS at the JTFs. Ensure the JTF and subordinate forces have access to air planning and execution expertise through a robust TACS. This is key to decentralized execution.

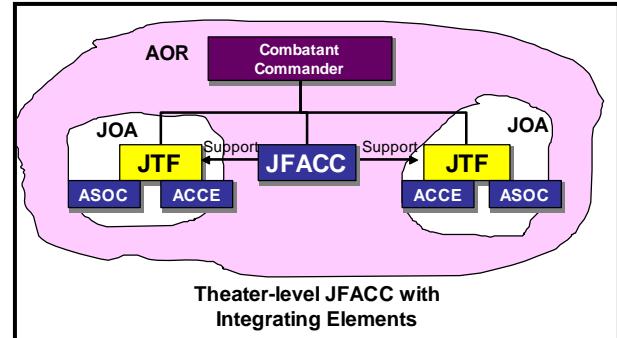
¹³ In hindsight, one could argue for JTF JFACCs for both Iraq and Afghanistan from these considerations.

5. JTF HQ and Theater JFACC Integration Insights

This section addresses insights for both the JTF HQ and Theater JFACC to increase synergy and harmony of airpower with JTF operations. We do not address specific insights on JTF JFACCs due to lack of observations. The subsequent section addresses integration insights at the tactical level.

a. JTF HQ level

As the “battlespace owner” of a joint operations area (JOA), the GCC will very likely have designated the JTF as the supported commander for operations within that battlespace. We have found three factors play into the degree of effective integration of airpower with the JTF: the clarity of the supported/ing command relationship with the Theater JFACC; personal relationships and early and continued dialogue during planning; and the robustness of the ACCE and the Theater Air Control System (TACS) resident from the JTF level down to the tactical level.



As the supported commander, you have the authority to provide general direction, designate and prioritize missions, targets, or objectives, and other actions for coordination and efficiency (to include requesting liaison and directing of reporting requirements) to supporting commanders. We have found that those commanders who exercise this authority coupled with a focus on building personal relationships and bringing the air component fully into their planning and intent succeed in obtaining excellent integration with supporting airpower.

Key to effective harmonization and synergy is robustness of the COMAFFOR/JFACC LNO element (ACCE) other COMAFFOR/JFACC integration elements (TACS), and those liaison elements going to the JFACC (e.g. the Battlefield Coordination Detachment (BCD) and Special Operations Liaison Element (SOLE)).

We have observed some confusion on the different roles of the ACCE and ASOC (Air Support Operations Center). As noted in section 2, the ACCE is the principal coordination liaison element of the JFACC to the JTF commander and other GCC component commanders. The ACCE does not have command authority, but rather facilitates coordination and information flow, and provides airpower expertise to facilitate planning and execution between the JTF HQ and JFACC. Traditionally, the ASOC has a tactical planning and execution focus

ACCE and ASOC Roles	
ACCE Focus and Expertise <ul style="list-style-type: none">• JFACC and AFFOR Principal Coordination and Liaison Element• General Officer Director• Ops, Plans, & Intel Expertise• Conceptual Planning and Advice for non-CAS Operations• Coordinates ISR, Air Mobility, IO, SA, & Interdiction Operations• Reach-back to the JFACC	ASOC Focus and Expertise <ul style="list-style-type: none">• Principal air control agency of TACS• Colocated at Army HQ senior fire support coordination element.• Directs and controls air operations directly supporting the ground combat element.• Processes and coordinates requests for immediate air support• Reach-back to the AOC

for close air support. Key focus and expertise is depicted on the chart.¹⁴

We have seen continued improvement in resourcing the ACCE at the JTF HQ and GCC component level. While most ACCEs have a general officer as the director, over time they have built more capacity to fully facilitate the AOC's planning and coordination of ISR, air mobility, IO, SA, and interdiction operations at the JTF HQ.

A robust TACS fully integrated and adaptable across the spectrum of conflict is also vital to success in the joint fight.¹⁵ We have observed the requirement for the JTF to have visibility on the capabilities of the TACS supporting operations from the JTF HQ level down to the tactical forces and identify additional requirements to the JFACC and Air Force Service Component.

In order to support US Army units from Corps to Battalion the AFFOR assigns Air Force units and elements that make up the TACS. Extensions of the AOC, TACS units are habitually aligned with US Army units. Tactical Air Control Parties include Air Liaison Officers, C2 capability and Terminal Attack Controllers. The focus of the TACP is Close Air Support and kinetic options, but the Air Liaison elements should be able to provide expertise and planning assistance to include ISR, airlift, space and other non-kinetic options. If the requirement for expertise exceeds that resident in the TACP, the ALO reaches back through the ASOC to the Strategy and Combat Plans Divisions in the AOC to provide additional depth and breadth. We have also seen augmentation of the TACPs with additional ISR and IO expertise. The TACS also includes both ground based and airborne radars sufficient to allow the C2 of airborne assets and support of the JFACC in his normal Airspace Control Authority role.

We find the appropriate composition and expertise of the TACS is critical to decentralized operations, and one whose robustness the JTF, JFACC, and Land Component need to monitor. JTFs must ensure they have sufficient airpower expertise available to fully plan and harmonize airpower at not only the JTF HQ level but also at the tactical level.

On the other side of the coin, of enormous value to US Air Force squadrons are Ground Liaison Officers (GLO). These US Army officers assigned at the Wing or Squadron level provide AF aircrews detailed insight into the tactical situation on the ground and detailed understanding of the ground commander's intent and his scheme of maneuver. The provision of a GLO is clearly a drain on US Army personnel resources; however our observation is that enormous dividends result from the investment. Without dedicated expertise imbedded in ground and air combat formations, the integration of joint airpower on the battlefield would simply not be as successful as it has been, and in some cases it would not be possible.

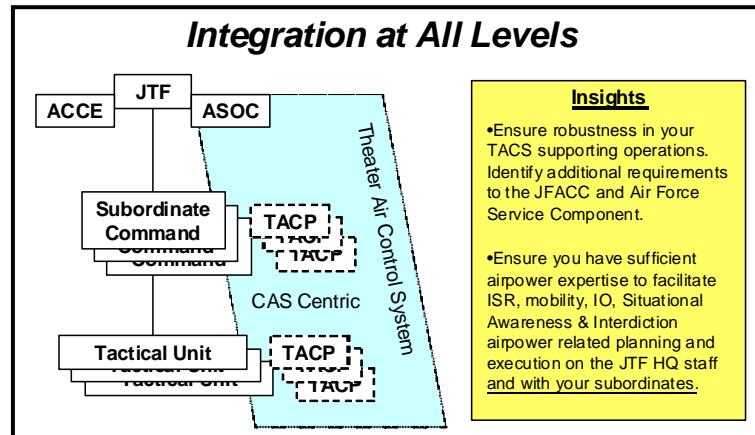
¹⁴ The ASOC is the principal air control agency of the theater air control system responsible for the direction and control of air operations directly supporting the ground combat element. It processes and coordinates requests for immediate air support and coordinates air missions requiring integration with other supporting arms and ground forces. It normally collocates with the Army tactical headquarters senior fire support coordination center within the ground combat element.. We share our observations in which the Corps HQs may be the core of a JTF HQs.

¹⁵ See report prepared by Office of Air Force Lessons Learned (HQ USAF/A9L), pg 2.

In summary, the ACCE and ASOC are very different. The ACCE is not a Deputy CFACC and does not have CFACC-type authority. The ASOC and subordinate units have significant capability and responsibility for support to the close fight, primarily with close air support, and with increased expertise and robustness can help integrate and plan all aspects of air capability at the tactical level.

JTF Insights:

- Clarify your authorities as a Supported Commander and coordinate with the Establishing Authority (i.e. the GCC) for necessary priority of effort and support to ensure mission success.
- Establish and maintain a close relationship at both the commander and staff level with the JFACC. Build a one team mindset that fosters camaraderie and breeds success.
- Leverage the distinct roles of the ACCE and ASOC to access the full capabilities of the JFACC. Clarify specific authorities of the ACCE as the JFACC's personal representative and their role vis-à-vis the ASOC and airpower supporting you.¹⁶
- Work directly with the AFFOR and JFACC to ensure robustness in your ACCE and the TACS from ASOC-level down to individual JTAC. Ensure you have sufficient airpower expertise to facilitate ISR, mobility, IO, Situational Awareness & Interdiction expertise on your staff and with your subordinates. This may entail augmenting TACPs at tactical levels.
- Incorporate air planning as an integral element of planning throughout your decision cycle. Ask for airpower planning expertise early and often.



b. Theater JFACC

The Theater JFACC has AOR-wide responsibilities in addition to supporting established JTFs. As noted in section 2, the JFACC's allocation of both airpower and analytical efforts based on the GCC's guidance and direction for the many AOR missions is a challenge.

The operators in the theaters have gained many insights in how to best achieve synergy with the JTF. They focus on increasing personal relationships and understanding the situation from the JTF viewpoint. While easily stated, this is tough work; there are Service culture differences, but the leaders recognize and mitigate them. Management of high demand / low density assets in an irregular warfare,

¹⁶ We note the presence of an ACCE and ASOC at the JTF HQ level in which a Corps HQ is the core of a JTF HQ. We discussed the advantages and disadvantages of this in section 4.

rapidly changing environment is also challenging. The JFACC and AOC are also faced with a significant geographic separation from the JTF which has the potential to impact on trust and confidence and a common understanding of the situation. Lastly, there are different rotational policies and heavy use of individual augmentees, all of which may exacerbate the difficulties experienced in relationship building unless mitigated through communications and a focus on building and maintaining trust.

Another challenge is developing the means by which the JFACC can assess how well they are satisfying the requirements of a supported commander – the JTF. There's a lot of effort looking at measures of performance (e.g. reaction time for troops in contact (TIC), etc.), but we find the operators are continually attempting to develop more subjective, qualitative measures of effectiveness from a JTF perspective to assist them.

The Air Component is asking questions that really matter; "am I doing correctly the things I have been asked to do?" and "are the things that I am doing having the desired impact when viewed by the supported commander?" In order for the Air component to assess his effort both tactically and operationally the full involvement of the supported commander is required. Not just the standard "yeah, everything was great", but a thoughtful assessment of the Air Component's effort with a basis in fact. Was the effort timely? Were efforts both kinetic and non-kinetic on target? Did the efforts have the desired impact on the adversary? What more can the Air Component do to provide better support? The Air Component has a responsibility to be proactive in the supporting role. Simply asking "what more can we do?" is insufficient. The ground commander does not have Air and Space expertise and the embedded Air Liaison Team may not have the required depth and breadth to offer a full range of options. To close the assessment feedback loop, the Air Component must respond to assessment by the ground commander by offering additional options designed to attain the desired impact. The supported commander must help the Air component assess its performance, he must continue to push for more and better efforts and the Air Component commander must never stop asking of himself and his staff "what more can I do to help?"

The JFACC interaction with the Marine Air Ground Task Force (MAGTF) and its organic air is another commonly thought-of challenge. One area that is still being worked is airspace control. However, we find that overall the JFACC and Marines have worked through JFACC-MAGTF air very well recognizing both the MAGTF concept for use of organic airpower and the concept of excess air sorties being made available to the JFACC. Regarding tactical support of the ground commander, the MAGTF is universally recognized as superb. This is due in large part to a command culture focused on support to the marine on the ground coupled with the mutual trust and robustness of Marine Air Officers at the Brigade level and below (outnumbering Air Force ALOs by 12:1 per the 24 Mar 08 AFMCTT trip report).

Theater JFACC Insights:

- Foster the one team mindset throughout the JFACC and COMAFFOR organizations in which all understand and recognize the importance of the supporting command role of the JFACC and COMAFFOR with the JTF and the value of personal relationships.
- Build trust and relationships early – before deployment if possible. Continuously reinforce the importance of trust and confidence, and personal relationships throughout the deployment. Nurture these relationships through both commander and staff crosstalk and use of the ACCE.
- Recognize the perishable nature of trust in combat and guard it. It takes a long time to rebuild that trust once lost.
- Work with both the GCC and JTF to clarify command relationships and priorities. Inculcate the atmosphere of the value of the “supporting commander” role throughout the JFACC, COMAFFOR, and integrating elements within the JTF.
- Ensure understanding of the roles of the ACCE and the ASOC to minimize confusion and enhance synergy of operations.
- Ensure robustness in the ACCE at the JTF HQ to facilitate planning and execution with the AOC and COMAFFOR staff.
- Ensure robustness in the TACS from ASOC-level down to individual JTAC. Ensure you have sufficient airpower expertise in ISR, mobility, IO, Situational Awareness & Interdiction for the JTF HQ and subordinates to integrate planning and execution.
- Ask yourself and your staff on a daily basis what more you can do to help the supported commander – don’t wait for the supported commander to ask for help; be proactive and constantly look for ways to offer support.

6. Tactical Level Integration Insights

Throughout the paper, we've discussed the continuing observation that it is

integration of airpower at the appropriate tactical level that enables mission success in irregular warfare. Our warfighters understand that tactical level integration is much

Regardless of echelon, the key to JFACC success is the provision of robust integration elements capable of harmonizing air power at the operational and tactical echelons.

more than JTACs collocated with an infantry company commander. Airpower capabilities extend far beyond strike aircraft, and include ISR, mobility, IO, aero medical evacuation and others.

Access to other airpower enablers. The TACS is performing very well in ensuring close air support to the tactical operators. It is a proven system that needs continued 100% resourcing in both personnel and equipment. The operators on the ground have led the way in recognizing the need for other airpower enablers in the TACS for both planning and execution. For example, we're seeing ISR specialists in BCTs and RCTs and EWOs at the BCT/RCT and battalion level providing a level of expertise previously not existent.

Planning. We find that integration in planning and execution at this level is the most challenging because of:

- The continuously high tempo of distributed tactical level operations.
- Potential for task saturation of the conventional tactical level operators operating in the complex battlespace. They require airpower expertise to integrate all of the airpower enablers.
- Limited amount of personnel actually available to provide every tactical level commander access to airpower capabilities.

Reliance on organic assets when planning an operation is clearly understandable. Organic assets are owned by the commander planning the operation and are essentially guaranteed during execution. The best practice, however, is a blend of organic and joint assets taking advantage of the full capability resident within the joint force. As soon as possible within the planning process the Air Component should be included, giving the Air component the opportunity to propose options for the use of Air and Space capabilities to either augment or replace organic capabilities. It may well be that the embedded Air Team has the expertise required to provide ground planners with the full range of options. However, the embedded team may need to reach back to the AOC for additional depth and breadth; the sooner that reach back occurs, the better will be the options offered. Bottom Line: every planning effort undertaken by the ground commander should include one basic air-related question very early in the process – “Hey Air guys, what can you do to help us?”

Liaison. There is a great need for exchange of expertise at all echelons to achieve tactical integration. Ground Liaison Officers provide better understanding at all nodes of the Airpower architecture (DCGS, UAV squadrons, reachback organizations, etc). The current Battle Coordination Detachment (BCD) at the

CENTCOM CAOC is a good example of how ground component personnel can be integrated into the air component for great payoff. Air component nodes such as DCGS and reachback UAV Squadrons can greatly benefit from ground operators that can ‘translate’ from Army to Air Force, gain access to ground unit portals, and provide meaning/texture to ground component CONOPS. Also, JFACC ISR expertise is definitely a benefit at the BCT/RCT level and at times, even at the battalion level. An ISR LNO will know the geography and mission of subordinate battlespace owners and can develop personal relationships with brigade and battalion S2s/S3s. Thus, when ISR requests flow up, as they do in IW, an Airmen's perspective and input can be injected at all levels.

Requests for Support. As ground commanders submit requests for both kinetic and nonkinetic support we have frequently seen supporting staffs resisting requests for specific platforms, instead advising supported commanders to state desired effects. In the main, we have seen that approach to be reasonable as it gives the Air Component the flexibility to look across the entire force for the desired response capability. That does not mean, however, that ground commanders should never ask for a specific platform. If the ground plan would clearly benefit from 30MM strafe vice a smaller caliber shell, then the ground commander should specifically ask for A-10 support. If LGBs are preferable to JDAMs then LGB support should be specified. The Air Liaison Team can do much to help the ground commander make his request and can also help the AOC understand why the request is specific in nature.

Immediate Air Requests. Another tactical integration challenge is rapid air-ground coordination in response to competing ground component immediate air requests. Once the ATO has begun execution, priority will almost always be given to Troops in Contact with the JFACC prepared to divert/scramble aircraft consistent with guidance received from the engaged component. In almost every case immediate reaction to an emergency ground combat situation will result in some degree of other opportunity cost. The aircraft diverted to cover the immediate request may leave an earlier assigned target uncovered and require the JFACC/AOC to adjust the ATO to ensure compliance with directed priorities (based on “speed of maneuver” discussed in section 3). Key here is that the JFACC does not assign priorities amongst competing ground Component requests. If the ground commander has two immediate CAS requests and the JFACC has only one aircraft available the JFACC wants the ground Commander to make the call. Making that call and conveying it rapidly requires seamless integration between the ground commander and his TACP/Air Liaison Team. The most successful operations we have seen are the result of a fully integrated air/ground team and a detailed understanding of the theater prioritization process.

Rules of Engagement are another challenge. All Component Commanders and staffs should maintain currency on and understand implications of the ROE in effect: not just for their own forces, but also for the Joint and Combined forces that are in support. Ground Commanders should be very familiar with Air ROE. What requirement do aviators have for positive identification (PID)? What rules are in effect with regard to the Law of Armed Conflict? Discrimination requirements? Proportionality guidance? Do coalition aircrews have ROE that differs from US

aircrews? We find that the TACS Air Team imbedded with the ground force must keep Commanders and staff current on Air ROE.

Airspace management continues to be a challenge in the complex environment we find ourselves. As discussed in Joint Doctrine, the JFACC will normally be named as the Airspace Control Authority, tasked by the GCC to control airspace throughout the AOR in order to facilitate use of the airspace by the components, deny use of the airspace by adversary forces and prevent fratricide. The role is not a dictatorial one, but instead is one of coordination, negotiation and design of an airspace construct that will support the combat airspace needs of all components. During previous Joint and Combined fights demands for airspace were at a level that allowed for deconfliction vice integration. Rotary wing assets and organic UAVs flew below the coordination altitude, fixed wing and joint UAVs flew above the coordination altitude meeting the basic needs of all components. Procedures were in place to allow for direct and indirect fires above the coordination altitude, although acknowledged by all to be difficult to do on extremely short notice. Similar procedures were planned to allow for fixed wing aircraft to “drop through” the coordination altitude against ground targets while not striking rotary wing and organic UAV assets. Procedures had been agreed to, but it was clear that operations might be conducted under the “big sky, small bullet/bomb” theory.

Recent operations in several theaters have made it clear that deconfliction is no longer sufficient to meet joint and combined needs; integration is mandatory. All components now have assets that operate at higher altitudes, fly deeper in the operating environment and fly for much longer periods of time. The land components have increased capability to fire through the coordination altitude and the nature of fleeting, time sensitive targets does not allow for lengthy, cumbersome procedures to clear impacted airspace.

We don't find the TACS currently structured to fully control this airspace; the degree of decentralization and assets flying in close proximity make it difficult for any theater-level asset to effectively control airspace at the “tactical level.” The Air Force and Army have several initiatives ongoing to help solve this challenge. One initiative, the Joint Air-Ground Integration Cell (JAGIC), looks at restructuring Army and Air Force headquarters assets primarily at the division level Tactical Operations Center to provide better fires coordination and air space deconfliction. The concept relies heavily on organizational and procedural changes with existing technology. The MACCS employs a successful blend of positive and procedural control through the Direct Air Support Center (DASC) and Tactical Air Operation Center (TAOC) to facilitate integration of aircraft with maneuver and surface fires.

Tactical Integration Insights:

- Gain airpower expertise at the lowest appropriate level to fully integrate capabilities. Expand full spectrum airpower expertise in the TACS to provide this needed expertise at the tactical level.
- Bring in airpower expertise early in the planning process.
- Work together to solve airspace control challenges over ground forces' areas of operation.

7. Conclusion

There has been a noticeable increase in the one team mindset between the JTFs and the JFACCs. We recognize the hard work and ethos of the warriors who have personally made the sacrifices to make this synergy and harmony possible. We must now take advantage of their insights and lessons learned to permanently enlighten our joint and Service cultures to the value of this mindset.

Commanders set the climate for effective integration. “Organizations don’t get along, people do.” We believe that this is key to success. Commanders must cultivate a synergy of operations through their intent, planning guidance and orders.

Develop the capacity for integration at all echelons. We must continue to appropriately decentralize within a higher prioritization scheme to gain agility and resilience in operations. This will require a command philosophy of enabling (with liaison, etc) and empowering tactical level commanders to exercise initiative within higher commander’s intent.

We still need to work on clarifying command relationships in plans and orders. The Supported/ing Command Relationship is a powerful, unifying relationship; everyone must understand the respective authorities and responsibilities to make it work.

We need to emphasize these insights in four areas:

- **Education.** Emphasize the one team mindset that fosters camaraderie and breeds success. Delve into the agility and increased resilience rationale behind the concept of decentralization of operations. Share the capabilities and limitations, together with recognition and acceptance of the different Service “cultures.” Teach fundamentals of building and maintaining trust to mitigate “culture” clashes and ensure synergy of operations. Show the value of transparency in planning and seamless information sharing, together with the fallacy of stovepipe thinking. Further examine the JTF JFACC concept.
- **Joint Training.** Recognizing the different rotation policies, attempt as much as possible to conduct joint training exercises during predeployment work-ups with the ACCE and TACS personnel that will be with the JTF. Examine the JTF JFACC concept and exercise supported and supporting command relationships including the roles of the establishing authority and the supported and supporting commanders during unit preparation. Emphasize the prioritization process, decentralized tactical execution and the coordination / integration elements requirements at all levels.
- **Service Training.** Inculcate a realistic joint context into service training replicating the numerous stakeholders operating in the battlespace and the crucial horizontal coordination to ensure synergy of operations. Train the ACCE as a ‘unit’ prior to deployment. Develop the broader airpower expertise in TACS personnel. Likewise, train ground liaison elements for duty in air units.
- **Learning.** Learn during operations and conduct post-deployment seminars to institutionalize lessons learned and further build trust and confidence.

Appendix 1 (Support Command Relationship Insights)

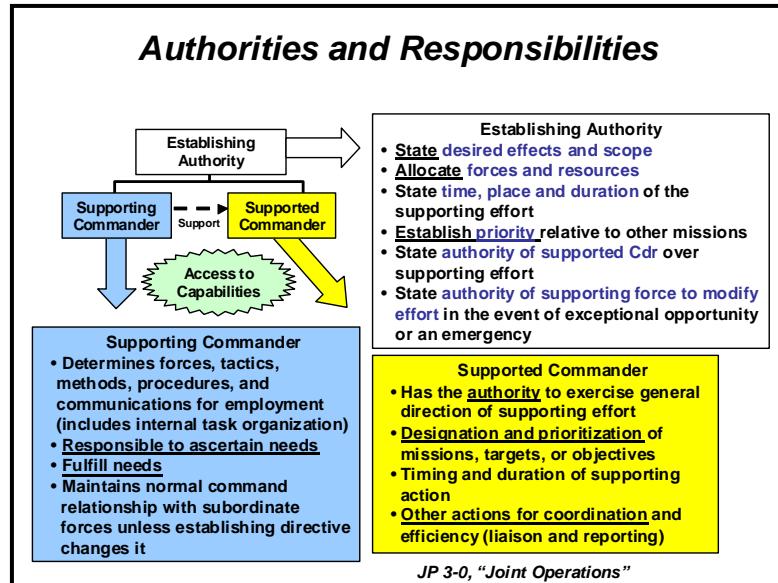
This appendix lays out generic insights and best practices for the establishing authority, supported commander and supporting commander in a Support Command Relationship.

• Establishing Authority

- Give clear direction to subordinates in terms of priorities, acceptable risk, and intent to allow subordinates to work horizontally with each other in accomplishing tasks.
- Set conditions for and demand crosstalk amongst supported and supporting commanders to build and reinforce the necessary horizontal personal relationships, and trust and confidence.
- Challenge your subordinates to “self-regulate” their apportionment of capabilities to one another through horizontal crosstalk. This crosstalk amongst your components will allow them to arrive at the optimal apportionment of capabilities to accomplish both their assigned tasks and support the supported commanders.
- Staying involved when necessary to arbitrate / resolving conflicting understanding of priorities.

• Supported Commander. The supported commander is given access to supporting capabilities within the context of the GCC’s prioritization, and has the authority to provide general direction, designate and prioritize missions, targets, or objectives, and other actions for coordination and efficiency (to include requesting liaison and directing of reporting requirements).

- Identify needs to supporting commanders as a continuous, not one time, activity.
 - Request liaison from supporting commanders to help coherently integrate supporting capabilities in the operation.
 - Bring lack of support issues first to supporting commanders, and if necessary to establishing authority for resolution.
 - Recognize your accountability in developing your concept of operations and supported requirements taking into account potential risk and hardship to supporting commander forces.
 - Provide feedback to the supporting commander in terms of MOE.
- Supporting Commander. The supporting commander is responsible to both ascertain and satisfy the needs of the supported commander within the broader priorities directed by the establishing authority.



- Recognize your role in ensuring the success of the supported commander. We see that those believing and following through on the 'one team' mindset set the conditions for success.
- Understand and respect the authority of supported commander. Recognize that based on the broader theater guidance provided by the GCC, your support to another supported commander may have a higher priority than even a mission your unit has been assigned.
- Take time in ascertaining the supported commander's requirements and understanding the overall priorities in apportioning your forces to accomplish both your assigned tasks and those of other supported commanders.
- Send liaisons to supported commanders to assist them in planning and in ascertaining your requirements and priorities.
- Share your assessment on potential risks – both to the mission and to your forces – with the supported commanders to assist in best accomplishing the mission with the minimum risk.
- Establish appropriate command relationships to your subordinates to ensure you fulfill your supporting responsibilities. Ensure the support command relationship is delineated to the very lowest level by empowering your subordinates to work directly with their 'supported' counterparts.
- Articulate your capabilities and limitations to the supported commander.

