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FOR DOCTRINE DEVELOPMENT AND EDUCATION



ANNEX 3-27 HOMELAND OPERATIONS

COMMAND

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An understanding of the basic military principles of [unity of command](#) and [unity of effort](#) is necessary to understand operational command relations within the Homeland.

[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. [Unity of effort](#) is critical during interagency operations and can best be achieved through consensus building. The main effort in interagency planning should be to develop a shared, detailed understanding of the situation. This allows the various agencies to better understand how they can best apply their respective capabilities and measure success.

The missions of [homeland operations](#) are normally accomplished either within a “whole of government” environment through an interagency process, or through a military structure. The complexity and basic premise of the interagency process for homeland operations, as well as the potential for a surprise terrorist event on American soil, differentiate operations in the homeland from



Quick Response through Standing Command Elements

When the alert fighters scrambled during the response to 9/11, the fact they were on alert and tied to a 24/7 chain of command allowed their response to be nearly instantaneous.

This rapid response was again demonstrated by AFNORTH through their staff and standing air operations center (AOC) in 2005 during the preparations for and the aftermath of Hurricanes Katrina and Rita.

Similarly, alert air forces assigned to the Alaskan NORAD Region are on 24/7 tasking from the combined AOC-Alaska to protect critical oil resources and the national missile defense sites in the remote Alaskan homeland.

These standing organizations provide the operational command and control capability necessary for homeland operations in the continental US, Alaska, and Asia-Pacific territories.

traditional Air Force missions overseas. These differences affect how the Air Force organizes and presents forces.

An [air expeditionary task force](#) (AETF) provides the most efficient organizational basis for the Air Force to conduct operations in the homeland, including a command element with A-staff functions, an appropriately tailored [air operations center](#), and a clearly identified commander. By having a pre-identified or standing command element, key relationships can be established with interagency participants prior to an event. In addition, the staff can be educated and trained on the interagency processes, the [national response framework](#) (NRF), and other areas that add to the complexity of homeland operations. The AETF provides an Air Force [command and control](#) structure to the combatant command, or [North American Aerospace Defense Command](#) (NORAD), or an incident commander under the NRF to achieve operational unity of command and unity of effort when employed in [defense support of civil authorities](#) (DSCA). Also, each state has a Joint Force Headquarters-State (JFHQ-State) to ensure unity of command and effort within the local Air National Guard (ANG) forces, and to provide the interface with the AETF. It may be advantageous to have the commander of the AETF in dual status, and all Air Force forces, regardless of legal status employed under that commander's authority.

A standing command element, combined with forces capable of response, decreases response time. Asymmetric terrorist attacks often come with minimal or no warning. This stands in contrast to the build-up time typically available before initiation of traditional combat operations. Numerous natural disasters, the response to which may include an Air Force element, may also occur without warning. As a result, homeland operations often require immediate or near-immediate response. To help address the lack of warning, some ANG forces are on a standby basis day-to-day under their governor's authority.

Operational Control and Administrative Control

Authorities and responsibilities for the two branches of command (operational and administrative) within the homeland are the same as those in any area of responsibility (AOR). Additionally, the ANG may conduct state-level homeland operations under the executive authority of a governor, with commensurate state command authorities.¹³

Delegation of [operational control](#) (OPCON) over assigned and attached federal military forces conducting homeland operations is accomplished through the commander of [US Northern Command](#) or [US Pacific Command](#); and, for specified missions, the NORAD commander. With five combatant commands, NORAD, the Department of the Air Force, and each state's ANG all operating within the homeland, it is important to understand the command relationships when forces are conducting homeland operations. Unity of command of Air Force forces, whether in Title 10, Title 32, or State Active Duty (SAD), in homeland operations is maintained through presentation of forces to the appropriate

¹³ Air National Guard (ANG) operations under gubernatorial control are often labeled Domestic Operations or DOMOPS. For purposes of this document, homeland operations include DOMOPS.

[joint force commander](#) at the [combatant command](#), subordinate joint task force, NORAD, incident command system, or state level.

When personnel are attached to an Air Force Service component for homeland operations, detailed [administrative control](#) (ADCON) authorities to be exercised by the gaining commander should be specified in appropriate orders. The ADCON requirements associated with Air Reserve Component forces are complex and require legal consideration.

Command Arrangements Agreements

Given increasing reliance on the National Guard (NG) for supporting civil authorities and the concomitant requirement for unity of command to achieve unity of effort when supporting civil authorities across several civil jurisdictions, command arrangements agreements covering operations by forces in a mix of Title 5, Title 10, and Title 32, U.S.C., are imperative. Legitimacy of command arrangements agreements should rest on application of the following principles:

- ★ The use of attached forces should be limited to a specific mission or operation.
- ★ Roles, functions, and use of forces in accomplishing the given mission or operation should be specified.
- ★ Conditions of attachment should be established.
- ★ The command authority should define the nature, extent, and degree of control a combatant commander and his subordinate commanders have over forces in Title 32 status in terms of operational aspects of directing forces, and planning the mission or operation.
- ★ Administrative aspects of “command” are reserved to the nation, state, or Services.
- ★ Agreements should be negotiated at the senior levels of command and agreed to by the appropriate executive agents, e.g., Secretary of Defense or state governors.
- ★ Agreements should be promulgated using or referring to relevant memoranda of agreement, doctrine, or other appropriate documents.

Command of Air Force Formations in Different Legal Statuses

Airmen accomplish [homeland defense](#) (HD) and provide support to civil authorities under multiple laws and authorities. The Air Force consists of the regular Air Force, the Air National Guard of the United States, the ANG while in the service of the US,¹⁴ the

¹⁴ “Air National Guard (ANG) means that part of the organized militia of the several States and Territories, Puerto Rico, and the District of Columbia, active and inactive, that—(A) is an air force; (B) is trained, and

Air Force Reserve, and the Air Force Auxiliary. The authorities are derived from law and statutes which may enable or restrict Airmen's actions.

The status of Airmen is commonly referred to by the legal authority under which they are authorized to perform their assigned missions. These statuses are commonly grouped as:

- ★ **Title 10, United States Code (U.S.C.).** The regular Air Force, Air Force Reserve, and Air National Guardsmen in federal active duty status are referred to as operating in Title 10 status. Under Title 10, the Civil Air Patrol is a volunteer civilian Air Force auxiliary. Forces are under the authority of the President as commander in chief.¹⁵
- ★ **Title 5, U.S.C.** Federal civilian employees, including air reserve technicians (ART) in civilian status, fall under Title 5. ARTs are full-time Department of Defense (DOD) civilian employees, required to serve as members of the Air Force Reserve. They serve under the authority of Title 5 when in civilian status, and under Title 10 when serving as a Reservist.
- ★ **Title 32, U.S.C.** Air National Guardsmen may also be requested to accomplish federal activities, both DSCA and HD, while remaining under the control of the governor. This is referred to as Title 32 status. They are under the authority of the state governor, but funding is from the federal government.¹⁶
- ★ **State Active Duty.** For Air National Guardsmen, when the governor of a state mobilizes the National Guard, the forces are typically in SAD status. They remain under the command and control of the governor, exercised through the state's adjutant general, and are funded by the state. SAD forces conduct all state missions in accordance with the needs of the state and within the guidelines of state laws and statutes.

In short, ANG assets can be classified into three categories within the law. With the exception of dual status command under [32 U.S.C. §§315](#) and [325](#) (see below) requiring approval of the President, they can only be in one status at a time. The joint definition of "[coordinating authority](#)" allows the state governor to have ANG forces respond to the direction of a Title 10 commander.¹⁷ The Guard forces are still under the authority of the governor, but coordination between the ANG commander and Title 10 commander (i.e., regular Air Force officer) is required to achieve unity of effort. Coordination challenges can be overcome through the use of command arrangements agreements.

has its officers appointed, under the sixteenth clause of section 8, article I of the Constitution; (C) is organized, armed, and equipped wholly or partly at Federal expense; and (D) is federally recognized. Air National Guard of the United States means the reserve component of the Air Force all of whose members are members of the ANG." ([32 U.S.C. §101](#))

¹⁵ 10 U.S.C.

¹⁶ 32 U.S.C. Chapter 1

¹⁷ For a discussion on coordinating authority, see JP 1, [Doctrine for the Armed Forces of the United States](#).

Special considerations exist in determining command relationships when dealing with the ANG. **The commander, Air Force forces (COMAFFOR), exercises OPCON of applicable ANG units and members when they are federalized and in Title 10, U.S.C., status for homeland operations.** ADCON for discipline, personnel support, and administration for these federalized units or members of the ANG is maintained by the ANG Readiness Center. However, if full mobilization has occurred, ADCON is transferred to the gaining command. When ANG personnel are involved in training for federal missions (Title 32 status), the commander of the providing command may exercise training and readiness oversight, but not command. Command remains with the state authorities. Guard members in Title 32 status fall under the authority of The Adjutant General (TAG) of their state and therefore their governor. If Guard members operate in Title 32 status outside of their state but within the US, authority will remain with the TAG but be subject to any coordinating authority or state-to-state agreements such as emergency management assistance compacts. If no pre-negotiated agreement exists, responsibilities should be coordinated between applicable commanders.

Dual-Status Commanders

A unique command and control relationship may be established when federal and state forces operate together. The following information describes circumstances where regular Air Force and NG officers may be appointed to command both federal and state forces pursuant to a command arrangements agreement promulgated as a memorandum of agreement (MOA) between a governor and the Secretary of Defense. The intent of dual status command is to improve unity of effort in an operational environment where there are forces in different legal statuses, and it is advantageous to have a single commander direct operations.

NG Dual-Status Commander. Title 32, U.S.C., §325 authorizes a federally-recognized NG officer to exercise command on behalf of, and receive separate orders from, a federal Title 10 chain of command and exercise command on behalf of, and receive separate orders from, a state chain of command. The NG officer is not relieved from duty in the NG if the President authorizes such service in both duty statuses and the governor of the NG state or territory (or the Commanding General of the District of Columbia NG) consents to such service in both duty statuses.

Regular Air Force Dual-Status Commander. Title 32, U.S.C., §315 authorizes a commissioned regular Air Force officer to exercise command on behalf of, and receive separate orders from, a federal Title 10 chain of command and exercise command on behalf of, and receive separate orders from, a state chain of command. The Secretary of the Air Force (SECAF) details the regular Air Force officer to duty with a state NG unit. With the permission of the President, the officer may accept a commission in the NG without prejudicing his rank and without vacating his regular commission.

Upon approval of the dual status, the officer may be appointed to command both state and federal forces through distinct, separate chains of command. The MOA is signed by the governor and the President or their respective designees before a dual-status command can be established and includes command arrangements as agreed to by the

parties. MOAs are reviewed by judge advocates from both chains of command to ensure the concerns of both are addressed.

Although the dual-status commander is empowered to exercise command on behalf of, and may receive orders from, two separate chains of command, those chains of command must recognize and respect the dual-status commander's duty to exercise all authority in a completely mutually exclusive manner, i.e., either in a federal or state capacity. Forces assigned or attached to the dual-status commander are not in dual status; federal forces can only be placed under the command of Title 10 authorities (e.g., COMAFFOR) while state forces can only be placed under the command of state authorities while operating in a Title 32 or state active duty status. Therefore, the commander gives orders on behalf of or relays orders from the federal chain of command to federal military forces and gives orders on behalf of or relays orders from the state chain of command to state military forces, but never relays federal orders to state military forces or state orders to federal military forces. To ensure the two chains of command remain separate and distinct, the commander maintains separate federal and state staffs.

Because the dual-status commander must comply with all applicable state and federal laws appropriate to the assigned mission while executing his or her duties, operational plans, execution orders, and command arrangements agreements should address procedures and processes for resolving potential conflicts in policy or process. If the dual-status commander perceives that orders provided by the state or federal chains of command may violate state or federal law or create a potential conflict of interest in policy or process, the commander must refrain from executing such orders and advise the state and federal chains of command requesting resolution of the potential conflict of interest.

The NG may be the first military organization engaged at the state level at the incident area. The National Guard Coordination Center, in coordination with JFHQ and state joint operation centers, provides situational awareness and status information to the combatant commander (CCDR) and other federal stakeholders as the "first line of situational awareness." Likewise, due to the NG's proximity and speed of response, the CCDRs can leverage NG resources and capabilities, including existing command and control structures, into homeland operations.

Coordination within Air Force Channels

When considering federal operations, the COMAFFOR should coordinate with the NGB prior to contacting the state JFHQ and establishing a working relationship to ensure proper state National Guard involvement. The COMAFFOR may also benefit from placing a liaison at the JFHQ-State or the staff of an appointed dual-status commander. Once forces are attached to the COMAFFOR, the COMAFFOR is able to communicate directly with the attached forces. Geographic combatant commander force protection policies take precedence over all force protection policies for programs of any other DOD component deployed in that command's AOR. The defense coordinating officer

(DCO) is the Secretary of Defense point of contact for DOD response. Typically, an Air Force emergency preparedness liaison officer (EPLO) is deployed with the DCO to represent the service to the DCO and assist in recommending Air Force capabilities to support the lead federal agency. For most major DSCA events, the state EPLO deploys to the state emergency operations center or JFHQ-State during an event and can provide situational awareness to the COMAFFOR.
