

**BY ORDER OF THE COMMANDER  
PACIFIC AIR FORCES**

**PACIFIC AIR FORCES INSTRUCTION  
13-101**



**18 JULY 2014**

**CERTIFIED CURRENT 16 NOVEMBER 2022**

**Nuclear, Space, Missile, Command and Control**

**PACAF COMMAND RELATIONSHIPS**

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**RELEASABILITY:** There are no releasability restrictions on this publication

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OPR: PACAF/A5XS

Certified by: PACAF/A5/8  
(Ronald C. Kennedy)

Pages: 28

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This instruction implements Air Force Policy Directive (AFPD) 13-1, *Command and Control Enterprise (C2 Enterprise)*. This document defines the organizational structure, command relationships, and presentation of PACAF forces. This PACAF instruction applies to all PACAF personnel and gained units of the Air Force Reserve Command (AFRC) and Air National Guard (ANG). This instruction does not apply to Civil Air Patrol. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with (IAW) Air Force Manual (AFMAN) 33-363, *Management of Records*, and disposed of IAW Air Force Records Information Management System (AFRIMS) Records Disposition Schedule (RDS). Refer recommended changes and questions about this publication to the office of primary responsibility (OPR), PACAF/A5X, using the AF Form 847, *Recommendation for Change of Publication*; route AF Forms 847 from the field through the appropriate functional chain of command. This publication may be supplemented at any level, but all direct supplements must be routed to the OPR of this publication for coordination prior to certification and approval.. The authorities to waive wing/unit level requirements in this publication would be identified with a Tier ("T-0, T-1, T-2, T-3") number following the compliance statement. See AFI 33-360, *Publications and Forms Management*, for a description of the authorities associated with the Tier numbers. Submit requests for waivers through the chain of command to the appropriate Tier waiver approval authority, or alternately, to the Publication OPR for non-tiered compliance items.

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## **1. Overview, and Roles and Responsibilities.**

1.1. Overview. This publication establishes command relationships between COMPACAF and subordinate commanders during normal steady-state operations, and provides guidance on the transition to contingency operations. It sets policy and procedures for establishing and documenting Air Force organizations and command relationships for PACAF presentation to a joint force commander. For additional perspective, there are several Joint Task Forces and subunified commands discussed in this instruction, including US Forces Japan (USFJ), US Forces Korea (USFK), Alaska Command (ALCOM), JTF-Support Forces Antarctica (JTF-SFA) and JTF-Alaska (JTF-A).

1.1.1. Effective command relationships, critical to successful force employment, are integrally connected to force organization. Unit organization establishes the framework for command and determines how missions are executed; hence, every organizational decision is a command and control decision, because it establishes the network of relationships among commanders.

1.1.2. Commanders are responsible for effectively communicating to their subordinates the organizational structure and command relationships relevant to mission accomplishment, good order and discipline.

### **1.2. Roles and Responsibilities.**

#### **1.2.1. HQ PACAF.**

##### **1.2.1.1. HQ PACAF/A3.**

1.2.1.1.1. Coordinate on all Global Force Management (GFM) and AEF taskings affecting PACAF forces.

1.2.1.1.2. Manage deployment of PACAF assigned forces to other GCC AORs.

1.2.1.1.3. Manage deployments into, and operations in the PACOM AOR.

1.2.1.1.4. Through the PACAF Crisis Action Team (CAT), appoint a "lead functional OPR" for any upcoming contingency in the PACOM AOR . A lead functional OPR is appointed to manage coordination with PACOM counterparts, deploying forces, receiving bases, and other HQ PACAF functionals, as required, and to assist A3 in developing associated PACAF courses of action, operational orders, and/or CONOPS. Normally A3 should be the lead functional OPR for aircraft deployments, but potentially A4, A6, A7 or another directorate could be a lead functional OPR. For large efforts, an Operations Planning Group (OPG) should be assembled to provide the necessary level of effort.

1.2.1.1.5. Publish PACAF contingency and exercise orders after consulting with PACAF/A1M regarding unit designations and organization. The EXORD will be the source document used by A1M to establish expeditionary units through G-series orders.

#### 1.2.2. HQ PACAF/A1M.

1.2.2.1. Advise staff concerning organizational structure and unit designation, to include expeditionary units.

1.2.2.2. Publish G-Series orders activating and/or inactivating expeditionary units.

1.2.2.3. Develop and publish organizational diagrams for expeditionary units.

#### 1.2.3. HQ PACAF/A5X.

1.2.3.1. Advise staff on PACAF command relationships and presentation of forces.

1.2.3.2. Coordinate, review, and assist in development of command relationships in plans, operational orders, and other documents.

1.2.4. PACAF Directors. Lead coordination efforts to properly organize forces under applicable director's purview.

#### 1.2.5. HQ PACAF/JA.

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

1.2.5.2. Advise PACAF staff on appointment or assumption of command IAW AFI 51-604, *Appointment to and Assumption of Command*.

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

#### 1.2.6. 613 AOC.

1.2.6.1. Recommend options for air mobility support for contingency/wartime operations including Humanitarian Assistance/Disaster Relief.

1.2.6.2. Advise on the pros/cons (justification) for the TACON transfer of PACAF air mobility forces to a new JTF versus operating in a supporting role to the new JTF.

1.2.6.3. Advise on the pros/cons (justification) for the OPCON/TACON transfer of USTRANSCOM air mobility forces to USPACOM in support of emergent theater requirements (e.g., sensitive reconnaissance operational, HADR).

1.2.6.4. Coordinate on air mobility operations in plans, operational orders, and other documents as appropriate.

1.2.6.5. Provide support to the 607 AOC for operations in Korea, and the 611 AOC for NORAD and USNORTHCOM operations in Alaska.

1.2.6.6. Advise PACAF/A3 on the pros/cons (justification) for the OPCON/TACON transfer of PACAF-assigned forces from USPACOM to USTRANSCOM in support of operations outside the PACOM AOR.

1.2.7. 7 AF (AFKOR). Conduct similar staff actions (i.e., paragraph 1.2.1 above) to support Korean theater operations. Reach back for HQ PACAF support as required.

1.2.8. PACAF Wing Commanders.

1.2.8.1. Deployments. Ensure deploying unit personnel understand organization and command relationships at their deployed location.

1.2.8.2. Employment from Home Station. Ensure assigned wing personnel and tenant units understand the organization and command relationships they currently operate under during steady state, and will operate under during contingency operations. Advise NAF and HQ PACAF on the Wing's plan to integrate attached expeditionary forces into the wing structure. HQ PACAF/A1M will publish G-series orders establishing new units (e.g., groups, squadrons), as required. For OPLANs/CONPLANs with established TPFDDs, wings will propose subordinate wing organizations down to the squadron level in order to allow HQ PACAF/A1M to rapidly generate the required G-series orders at execution. Document proposed wing contingency organization for OPLANs/CONPLANs in Base Support Plans (BSP) (T-2).

## 2. Standing Command Relationships.

2.1. COMPACAF Authority. COMPACAF derives authority through the USAF administrative control (ADCON) chain of command and through the USPACOM operational chain of command.

2.1.1. USAF ADCON Authority. COMPACAF is designated Commander, Pacific Air Forces (PACAF), a USAF major command, in accordance with AFI 51-604. Per CSAF direction (AF Mission Directive 8, 9 April 2012) COMPACAF exercises ADCON of Air Force forces assigned/attached to USPACOM. Additionally, CSAF directs COMPACAF to establish, sustain, improve, maintain, and operate PACAF bases and facilities throughout the USPACOM AOR and Alaska. COMPACAF is COMAFFOR to CDRUSPACOM, and as such is the senior Airman in the PACOM AOR. COMPACAF will nominate additional COMAFFORs, as required, to subordinate joint forces established under the authority of CDRUSPACOM.

2.1.2. Operational Command Authority. Per PACOMINST S3020.2L, Command Relationships in USPACOM, COMPACAF exercises OPCON of all non-SOF Air Force forces assigned or attached to CDRUSPACOM. PACOM standing command relationships are depicted in [Attachment 2, Figure A2.1](#).

2.1.2.1. Theater JFACC/AADC/ACA/SCA designation. Per PACOMINST S3020.2L, COMPACAF is designated the Theater Joint Force Air Component Commander (JFACC), Theater Area Air Defense Commander (AADC), Theater Airspace Control Authority (ACA) and Theater Space Coordinating Authority (SCA) for the PACOM Area of Operations, except for those areas within the Korean Theater. **Note:** Korean Theater Definition. The area bounded by the Korean Air Defense Identification Zone (ADIZ), any operations taking place in the vicinity of and involving North Korea, or area defined by OPLAN as Korean Theater of Operations (KTO), once declared.

## 2.2. Deputy Designations.

2.2.1. PACAF/CV is the Deputy Theater COMAFFOR/JFACC/AADC/ACA/SCA. Additional Deputy Theater AADC designations are as follows:

2.2.1.1. 94th AAMDC/CC is designated Deputy Theater AADC as the senior Army air defender and senior commander of PACOM's only permanently-placed theater ballistic missile defense (BMD) assets. 94th AAMDC/CC is responsible for advising the AADC on the best distribution of BMD capabilities amongst competing theater requirements.

2.2.1.2. COMPACFLT may be requested to provide a senior officer to function as an additional Deputy Theater AADC, to provide expertise and oversight of maritime counter air and BMD weapon systems. This construct can enhance liaison with the Maritime Component in determining best use of maritime Air and Missile Defense assets amongst competing requirements.

2.3. PACAF OPCON and ADCON command lines. COMPACAF exercises day-to-day steady state command of PACAF forces as depicted in [Attachment 3, Figure A3.1](#), and as follows:

2.3.1. Korea. "7 AF (AFKOR)" is the formal unit designation of the PACAF subordinate NAF which is also the USFK Air Force component, however, for brevity the term "7 AF" is generally used in this document and elsewhere. For PACAF forces stationed in Korea, COMPACAF delegates OPCON and ADCON to 7 AF/CC. Additionally, during armistice, any other PACAF assigned or attached forces operating inside the Korean theater will be under the TACON of 7 AF/CC, unless directed otherwise by COMPACAF. **Note:** CDRUSPACOM has delegated TACON for force protection with the Korean Theater to COMUSKOREA. Additionally, per CDRUSPACOM direction, 7AF/CC is designated the Joint Force Air Component Commander (JFACC), Area Air Defense Commander (AADC), Airspace Control Authority (ACA) and Space Coordinating Authority (SCA) in direct support to COMUSKOREA during Armistice and is designated Commander, Air Component Command (CACC) when Combined Forces Command (CFC) stands up. Functional component command relationships within CFC will be established by Commander, Combined Forces Command.

2.3.2. Outside Korea. For 11 AF and 5 AF forces, COMPACAF delegates ADCON to respective Numbered Air Force (NAF) Commanders. However, COMPACAF exercises OPCON directly over the wings.

2.3.3. Clarification of ADCON. ADCON is a Service authority and responsibility to support and administer Service forces. COMPACAF exercises ADCON through subordinate PACAF commanders. NAF commanders exercise ADCON commensurate with their geopolitical situation, subordinate personnel and their administrative requirements, and when the NAF is staffed to add value to the PACAF process. In all other cases, a “skip echelon” situation exists in which HQ PACAF staff functionals work directly with PACAF Wings to ensure an adequate level of ADCON is exercised. In the end, commanders at all levels must ensure PACAF forces are sufficiently supported and administered, or else identify shortfalls to higher headquarters for resolution.

#### 2.4. Additional COMPACAF Direction.

2.4.1. 613 AOC will provide command and control of all PACAF assigned or attached forces participating in ongoing operations in the PACOM AOR, but outside the Korean Theater. Day-to-day ongoing operations include air mobility, ISR, integrated air and missile defense (IAMD), and personnel recovery operations. 611 AOC will provide command and control of air sovereignty missions in the Alaska NORAD Region (ANR) in support of the ANR Commander. 607 AOC will provide command and control of PACAF forces operating in the Korean Theater of Operations (KTO).

2.4.1.1. Air Tasking Order (ATO). To facilitate the C2 of PACAF forces within the PACOM AOR the 613 AOC and 607 AOC will each produce an ATO which includes select missions within the PACOM AOR. The 613 AOC ATO includes air missions under OPCON of COMPACAF, and the 607 AOC ATO includes air missions under OPCON or TACON of 7 AF/CC. For missions requiring flight into the Korean Theater that are not under control of 7 AF/CC, the 607 AOC will coordinate with the 613 AOC for scheduling and deconfliction purposes. The following general guidelines apply:

2.4.1.1.1. “Hybrid” Missions. Missions that are tasked for operations both within and outside the Korean Theater will be included on both the 613 AOC and 607 AOC ATO for tracking and deconfliction purposes. To ensure tactical mission data published in both ATOs is consistent, the 613 AOC will have the “lead” for hybrid missions, and the 607 AOC will replicate the mission details on their ATO, with note in the mission amplification section stating “SOURCE ATO IS 613 AOC.”

2.4.1.1.2. Korean Theater Missions. Missions which are tasked only within the Korean Theater will be on the 607 AOC ATO. If these missions originate outside of the KTO, the 607 AOC will coordinate with the 613 AOC for scheduling and deconfliction prior to ATO production and dissemination.

2.4.1.1.3. Tanker and Airlift Missions. Due to the many scenarios involving intratheater and intertheater tanker and airlift missions, these sorties may be included on the 607 AOC and 613 AOC ATOs at the discretion of the respective AOC commanders. At a minimum, tanker missions will be included on the same ATO as the missions they are supporting.

2.4.2. PACAF Orders. COMPACAF authorizes PACAF/CS and A3 to approve and release exercise and operational orders, to include transferring PACAF assigned or attached forces to appropriate commanders. All such orders will clearly indicate the new organization and command relationships (both OPCON/TACON and ADCON) of the affected forces.

2.4.3. Global Force Management (GFM) Allocation Taskings. The GFM allocation process consists of two specific supporting processes--rotational force allocation in support of combatant commander (CCDR) annual force needs, and emergent force allocation in support of CCDR emerging or crisis-based requests for capabilities and forces. ACC/A3O works with HAF and MAJCOMs to develop and provide the AF positions concerning Joint Staff force requests to ACC. ACC is designated as AF lead to the Global Force Management Board to represent AF sourcing solutions. PACAF/A3 coordinates on all GFM taskings affecting PACAF forces. Once approved by SecDef, ACC/A3O will publish the AF PLANORD/EXORD/DEPORDs and distribute directly to affected MAJCOMs and NAFs. ACC will also input the GFM taskings into the AF Consolidated Planning Schedule (CPS). PACAF wings are authorized to execute based on the ACC EXORD/DEPORD/PLANORD. If additional EXORD/DEPORD clarification is needed, PACAF/A3 is designated as the PACAF issuing authority for supplemental PACAF orders. Further explanation of the Joint and Air Force tasking process can be found in appropriate *Global Force Management Implementation Guidance* (GFMIG) documents.

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

2.4.5. Active, Reserve and Guard Associate Units. Both classic and active associate constructs exist between PACAF and air reserve component (ARC) units. They will follow the organizational and operational framework outlined in total force integration (TFI) doctrine and policy (e.g., AFI 90-1001, *Responsibilities for Total Force Integration*; and AFPD 90-10, *Total Force Integration Policy*). All associate unit organizations require a total force association plan (A-Plan) signed by both the respective MAJCOM commanders (NGB, in the case of ANG). Additional detailed command relationships, such as ADCON, are resident in MAJCOM, NAF, and wing-level addenda and/or support agreements. The concept of operational direction (OPDIR) is explained in AFI 90-1001. OPDIR is not a joint recognized command authority and is strictly for use between Air Force TFI associate units.

2.5. PACOM Subunified Commanders. During normal day-to-day operations, COMPACAF, not subunified commanders, exercises OPCON over PACAF forces. **Exception:** CDRUSPACOM has delegated TACON for force protection within the Korean Theater and the Japan area to COMUSFK and COMUSFJ, respectively. CDRUSPACOM may attach forces (with OPCON) to subunified commanders as required to execute contingency operations. The following paragraphs discuss PACAF standing relationships with respect to other joint commands.

2.5.1. 7AF (AFKOR). 7 AF (AFKOR) is a subordinate PACAF NAF and also the Air Force component of USKOREA, a PACOM subunified command. As the service

component commander to a subunified commander,<sup>7</sup> AF/CC is the COMAFFOR to COMUSKOREA.

2.5.2. COMUSJAPAN. 5 AF/CC is also the Commander, US Forces Japan (COMUSJAPAN). 5 AF provides support to COMUSJAPAN for USFJ tasks related to pol-mil engagement with Japan and the maintenance of US Forces in Japan (e.g., SOFA, AT/FP, access, facilities and infrastructure, HNS, etc.). COMPACAF operates in support of USFJ (or JFC-J if established) to provide operational COMAFFOR/JFACC/AADC/ACA/SCA support. 5 AF/CV leads the joint air component coordination element (JACCE), when activated, for COMPACAF in his positions as Theater JFACC/AADC/ACA/SCA. Refer to PACOM Instruction S3020.2L, Enclosure 7 for more detailed guidance.

2.5.3. COMALCOM. 11 AF/CC is designated Commander, Alaska Command (COMALCOM). 11 AF/CC also serves as the Air Force Service component commander in support of ALCOM.

2.5.4. Additional Alaska Command Relationships. Alaska is geographically in the USNORTHCOM AOR while the forces in Alaska are predominantly assigned (i.e., under COCOM authority) to CDRUSPACOM. Some strategic defense forces are assigned to CDRUSELEMNORAD (see Forces For Unified Commands, Table IV-2, Strategic Defensive Forces). Additionally, CDRNORAD is tasked with the air defense mission in Alaska. This gives rise to further complexity for 11 AF/CC and staff.

2.5.4.1. COMANR. 11 AF/CC is also designated Commander, Alaskan NORAD Region (COMANR). COMANR exercises OPCON of forces assigned to CDRUSELEMNORAD on a day-to-day basis for the air warning mission. In addition, COMANR exercises OPCON of specified air defense forces based on a standing JCS EXORD establishing multiple levels of air defense readiness and procedures for moving from one level of readiness to another. COMANR exercises command and control of air sovereignty missions in the ANR via the 611 AOC.

2.5.4.2. JTF-AK. 11AF/CC (as COMALCOM) is also designated Commander JTF-AK, the USNORTHCOM JTF commander charged with homeland defense and civil support missions in Alaska. 11 AF/CC is additionally designated the Air Force Service component commander and JFACC for JTF-AK. Day-to-day, no forces are assigned or attached to JTF-AK.

2.5.5. JTF-SFA. By CDRUSPACOM direction, PACAF provides the commander for Joint Task Force-Support Forces Antarctica (JTF-SFA), the only Air Force-led standing joint task force. It is a collaborative Department of Defense and National Science Foundation effort supporting the United States Antarctic Program through Operation DEEP FREEZE. See [Attachment 7](#), [Figure A7.1](#) for depiction of JTF-SFA.

### 3. Contingency Command Relationships.

3.1. PACOM Contingency Organization. PACOM standing organization (see [Attachment 2](#), [Figure A2.1](#)) features CDRUSPACOM and subordinate service and functional components, as well as subordinate unified commands. This existing structure conducts Phase 0 operations

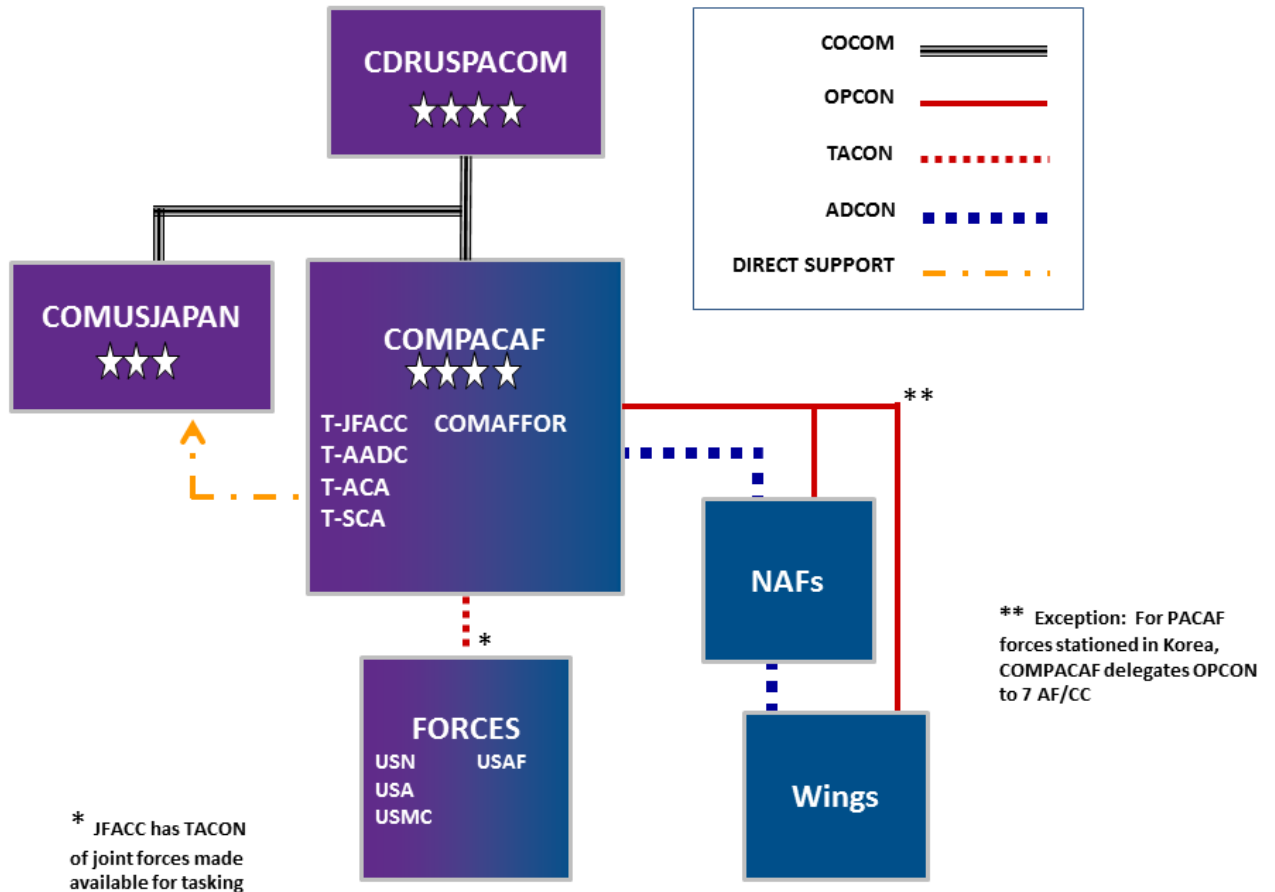


and will likely be relied upon to execute initial operations in any contingency. Initial contingency response may be organized by CDRUSPACOM designating an existing service/functional component commander as lead for an entire operation, or as lead in a line of effort within a broader operation. CDRUSPACOM may also establish a joint task force (JTF) to accomplish a specific mission. In any case, COMPACAF organizes and provides the Air Force contribution to the joint force and makes recommendations for joint command arrangements. Ultimately, CDRUSPACOM will approve the joint organization of forces tasked for a given mission. For specific OPLANs and CONPLANs, refer to Annex J of the respective plan for expected command relationships. Ultimately, a properly constructed PACOM operational order (DEPOD, EXORD, OPOD) defines the operational command relationships for a PACOM contingency, and a subsequent PACAF order should further clarify PACAF participation, organization, and command relationships.

3.2. PACAF Force Organization Options. The following three figures depict organizational options for PACAF in response to a new PACOM mission.

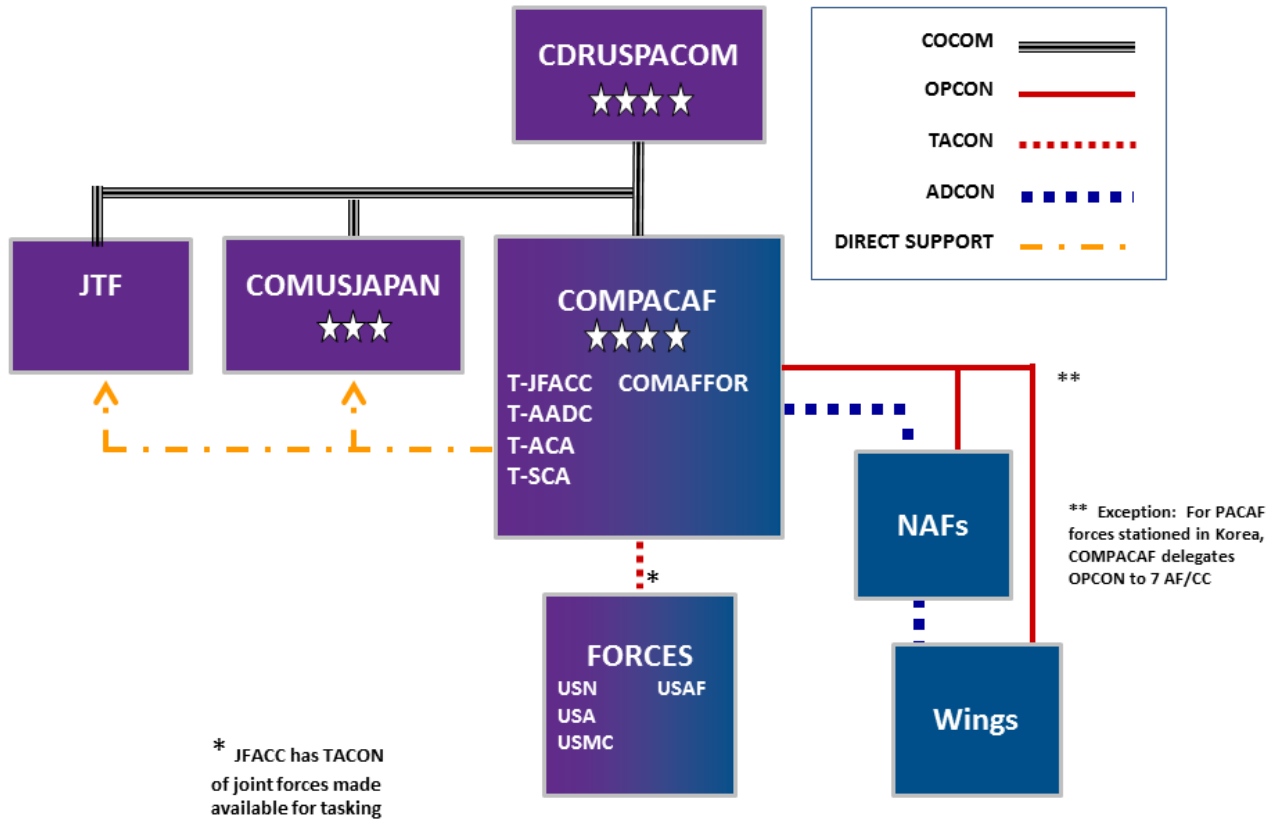
3.2.1. Day-to-Day Operations (**Figure 1**). A contingency operation could be executed through the standing organization with COMPACAF as Theater COMAFFOR/JFACC.

Figure 1. Day-to-Day Operations



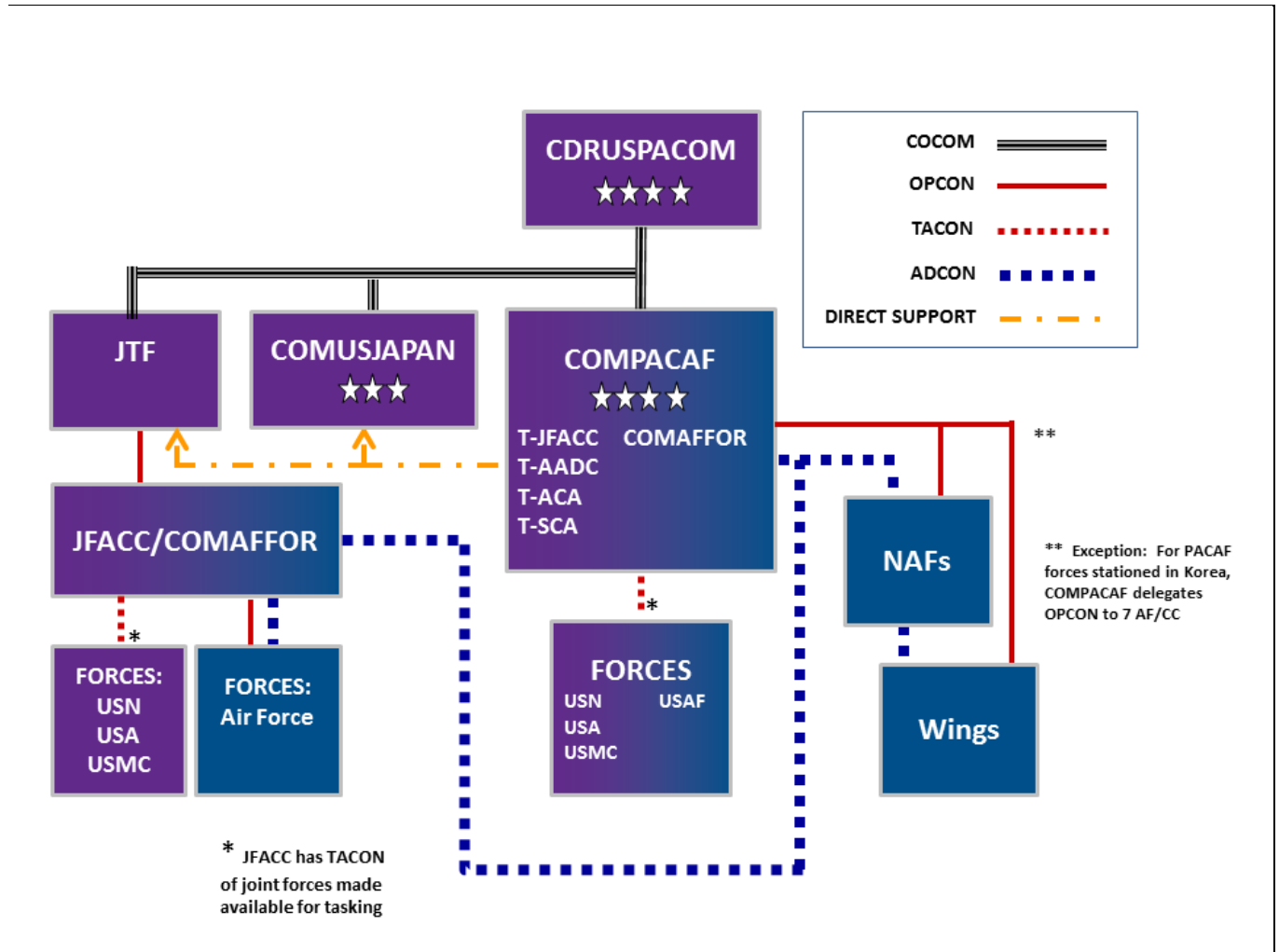
3.2.2. Theater JFACC in support of a new joint task force JTF (Figure 2). If CDRUSPACOM establishes a JTF to plan and execute a mission, COMPACAF may advocate for the Theater JFACC to operate in direct support of the newly activated JTF, as opposed to providing the JTF a discrete Air Force component to include dedicated (i.e., CHOP'd) forces. In many cases the Theater JFACC solution allows for the most efficient use of limited theater resources, allows the needs of multiple JTFs (and Subunified commands) to be dynamically prioritized and serviced, and leaves forces best postured to handle the next arising crisis.

Figure 2. Theater JFACC Supporting JTF



3.2.3. CHOP Discrete Air Force component to JTF (Figure 3). In some circumstances, a joint force may require exclusively dedicated forces. In such a case, PACAF should advocate the CHOP (i.e., transfer of forces with specification of OPCON) of a dedicated Air Force component to the JTF, to include a COMAFFOR and specified forces. In such cases, the concept of command and control (C2), and forces/staff provided for C2, must be specifically identified.

Figure 3. JTF With AF Component



3.3. Small Team Participation. In some instances, select PACAF individuals or small teams could augment another component (e.g. JSOAC, or NAVFOR), rather than establishing a discrete AFFOR component. However, the Air Force contingent should still be organized as a single entity (perhaps named simply as “Air Force element”) and led by the senior Airman in the contingent. Furthermore, for such deployments, the senior Airman should be clearly and formally identified. Because designation as a COMAFFOR is not be appropriate, the senior Airman could instead be designated as, for example; commander, Air Force element; team chief; or officer/noncommissioned officer in charge. This formally identifies the senior Air Force member as leader of the deployed element. Additionally, the ADCON chain of command from the team to a PACAF organization will be clearly established to enable Service support and reporting.

3.4. OPLAN/CONPLAN command relationships. In all cases, relevant OPLANs/CONPLANs must be referenced and will serve as the basis for establishing appropriate command relationships.

3.5. Administrative Control (ADCON). ADCON is the Service authority allowing the Air Force to present a cohesive force to a joint commander. Parent MAJCOMs (i.e., MAJCOMs to which forces are permanently assigned) always retain some elements of ADCON when they deploy forces forward; conversely, theater COMAFFORs gain Service authority through some transfer of specified ADCON. Specified ADCON is normally transferred by mutual agreement of deploying and receiving MAJCOM commanders. PACAF must engage with deploying MAJCOMs early in the planning stage to ensure agreement in the specified ADCON to be transferred. This agreement should be published in both PACAF orders and supporting MAJCOM deployment orders.

3.5.1. For any Air Force forces deployed for operations in the PACOM AOR, the following specified ADCON authorities should transfer to COMPACAF from the owning MAJCOM commander: UCMJ authority, protection of assigned forces and assets, billeting, dining, force reporting, morale, welfare and safety.

3.5.2. For transient Air Force forces (e.g., intertheater air mobility), COMPACAF exercises, as a minimum, authorities for force protection and force reporting that accrue from CDRUSPACOM as geographic combatant commander (GCC). **Exception:** CDRUSPACOM has delegated TACON for force protection within the Korean Theater and Japan area to COMUSFK and COMUSFJ, respectively.

3.5.3. Air National Guard. For members in the Air National Guard, prior coordination with parent organizations commanders are required. ANG forces in Federal service attached to PACAF for OPLAN are assigned to the ANGRC/201 MSS for ADCON. Transfer of specified ADCON necessary for a COMAFFOR to carry out assigned missions should be coordinated with the 201 MSS/CC and/or ANGRC/CC and published in appropriate orders.

3.5.4. Air Force Reserve Command (AFRC). For members of the Air Force Reserve, prior coordination with parent organizations' commanders is required. AFRC/CC will retain ADCON at all times over AFRC Forces. Specified ADCON necessary for a COMAFFOR to carry out assigned missions will be transferred by mutual agreements and published in both PACAF orders and supporting MAJCOM deployment orders.

3.6. Force Organization Considerations. In order to properly identify/characterize PACAF participation in a new joint force, PACAF must stay engaged with PACOM staff on several fronts, to include daily joint operations, deliberate planning and crisis action planning. For any new joint force, there are some common considerations for how PACAF should organize forces for presentation. The following information should be gathered and analyzed:

3.6.1. Command relationship guidance from relevant OPLAN/CONPLAN.

3.6.2. The Joint mission, to include anticipated duration.

3.6.3. The Joint force structure, to include other known Service and functional components, and the ranks of the commanders, if known.

3.6.4. Expected PACAF and Air Force mission, to include frequency and types of sorties and/or other employment activity.

3.6.5. Bed-down locations and other operating locations (i.e., transient or divert locations).

3.6.6. Required Air Force forces in as much detail as possible, to include number and types of combat and support forces, by unit type code (UTC) whenever possible.

3.6.7. Available PACAF forces suitable to task.

3.6.8. Expected (non-PACOM) Air Force components/MAJCOMs providing augmentation forces. Determine whether these forces will be attached (with OPCON) to CDRUSPACOM, who in turn delegates to COMPACAF.

3.6.9. See additional information in Air Force doctrine, Volume 1 (Basic Doctrine), Chapter Six, section "Air Force Component Presentation Considerations."

3.7. Required decisions. For any new joint operation, based on analysis of above information paragraph 3.6, PACAF leadership should decide, or propose to CDRUSPACOM, the following:

3.7.1. Should a discrete Air Force component be CHOP'd to a newly activated JTF, or should COMPACAF retain OPCON of participating PACAF forces and operate in direct support of the new JTF?

3.7.2. Identify relevant COMAFFOR/JFACC/AADC/ACA/SCA.

3.7.3. Identify DIRMOBFOR, if required.

3.7.4. Identify force composition to include parent wings and squadrons of participating forces, proposed beddown locations, and proposed lead wing for each beddown location.

3.7.5. Identify organizational structure in as much detail as practical, to include AETF name and all expeditionary units to be established by G-series orders. See Air Force Doctrine, Volume 1, Basic Doctrine, for additional information on forming Air Force expeditionary organizations.

3.7.5.1. Attached expeditionary forces deploying to an existing PACAF base will normally be organized within the existing wing structure.

3.7.5.2. The 13 EAF is a standing organization attached to HQ PACAF and is normally commanded by the PACAF/CS or A3. A new expeditionary force could be attached directly to the 13 EAF if desirable.

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

3.7.7. Identify COMAFFOR/JFACC tasking mechanism above the wing level (e.g., JFACC through ATO).

#### 4. Exercises.

4.1. Command relationships objective. The objective of exercises is to provide realistic training, but in terms of command relationships, there are some distinct challenges. During contingencies, SecDef signs orders transferring CONUS combat forces with OPCON to CDRUSPACOM, who in turn, will normally transfer forces with specification of OPCON (also known as "CHOP") to a subordinate commander. For peacetime exercises, though, SecDef will not issue orders affecting the transfer (with OPCON) of forces. However, the SecDef - approved Global Force Management Implementation Guidance (GFMIG) (reference a) states

“unless otherwise specified by the SecDef, and with the exception of the USNORTHCOM AOR, a CCDR has TACON for exercise purposes whenever forces not assigned to that CCDR undertake exercises in that CCDR’s AOR.... this provision for TACON normally does not apply to USTRANSCOM or USSTRATCOM assets.” Because of this GFMIG direction, Alaska-based exercises are problematic in that while CDRUSPACOM is assigned most of the forces in Alaska, Alaska is geographically part of the NORTHCOM AOR. Given the above challenges, the C2 construct for training will not precisely mirror contingency operations. Nonetheless, the goal is to create organizational and command structures corresponding as closely as possible to real world contingency operations. To that end, the following principles apply for crafting command relationships for exercises:

4.2. Organizing exercise command relationships. As much as possible, design exercise organizations and appoint commanders to allow command relationships similar to a real world contingency; toward this end and where practical, organize AF forces participating in an exercise as a discrete AETF. TACON (as a minimum) of forces should be transferred to the COMAFFOR whenever possible. Also administrative control (ADCON) should be similar to real world contingency operations.

4.2.1. Outside of Alaska. Per Forces for Unified Commands memorandum direction (see paragraph 4.1, above), TACON of non-PACOM exercise forces (less TRANSCOM) transfers to CDRUSPACOM. CDRUSPACOM, in turn, should transfer TACON to the exercise CJTF or Subunified commander, as appropriate. The CJTF or Subunified commander, in turn, should delegate TACON to the corresponding Service component commanders. This issue should be emphasized at the planning conference of all exercises, and TACON should be addressed/delegated in formal orders. Functional component commanders (e.g., JFACC) should be given TACON of capabilities/aircraft on an "as required/by sortie" basis, as opposed to long-term TACON of units. COMPACAF (and commanders as delegated) will have specified ADCON of all participating USAF forces for "exercise execution, UCMJ, protection of assigned forces and assets, billeting, dining, force reporting, morale, welfare and safety." This requires the consent of other MAJCOM commanders, so should be addressed early in the planning process. Non-US forces remain under the OPCON of their respective nation, but whenever possible TACON of exercise aircraft/sorties should be transferred to the appropriate COMAFFOR/JFACC. If this cannot be achieved, then as a minimum, exercise planners will ensure coordinated procedures are in place to allow for safe operations with foreign participants (e.g., the US-Japan bilateral construct).

4.2.2. Red Flag Alaska. COMPACAF requests TACON of all participating US forces and then delegates TACON of PACAF-assigned and the other participating US forces to 11 AF/CC. 11 AF/CC normally delegates TACON to 354 FW/CC who exercises control of flight operations through the 353 CTS. A deployed forces commander (DFC) is appointed and responsible to the 354 FW for the overall execution and employment of Blue Forces and ensures that operational training is IAW exercise mission essential task lists (METLs) developed during the planning conference. In addition to operations, the DFC will have oversight of maintenance, logistics, and support functions. Specified ADCON of participating forces will not be transferred from home units. Pursuant to AFI guidance, members are subject to direction of host installation commanders. See [Attachment 6, Figure A6.1](#) for sample diagram depicting Red Flag Alaska command relationships.

4.2.3. Other Nations in Red Flag Alaska. Non-US forces remain under the OPCON of their respective nation, but whenever possible TACON of exercise forces should be transferred to 11 AF/CC. If this cannot be achieved, then as a minimum, exercise planners will ensure coordinated procedures are in place to allow for safe operations with foreign participants.

## 5. Documenting Command Relationships.

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

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

5.3. Organization and Command Relationships Diagrams. An appropriate PACAF operational order (e.g., OPORD, EXORD, DEPORD) will identify force organization and command relationships. Based on this PACAF order, HQ PACAF/A1M publishes diagrams graphically depicting Air Force organization (**Attachment 4, Figure A4.1**). Appropriate level (PACAF or NAF) A5 will publish command relationships diagrams (**Attachment 5, Figure A5.1**) for forces being presented by PACAF to a JFC. In some cases the two diagrams may be combined to reflect both organization and command relationships on one slide. It must be remembered that the organization slide's principal purpose is to graphically depict PACAF G-series orders establishing Air Force expeditionary units, down to the group and squadron level. The command relationships chart, in contrast, is designed to provide a more macro view of command relationships, from PACOM and PACAF down to the wing level.

5.4. G-Series Orders Establishing Units. HQ PACAF/A1M publishes G-Series orders IAW AFI 38-101, *Air Force Organization*, establishing all PACAF expeditionary units. Orders state



the ADCON hierarchal chain of command and the extent of ADCON authorities. A1M will coordinate expeditionary G-series orders with the appropriate component NAF A3/A5 and HQ PACAF/JAO prior to publication and with A1 as required (usually for permanent organizational changes).

5.5. Appointment to or Assumption of Command Orders. Based on the G-Series orders published by HQ PACAF/A1M, HQ PACAF/JA will, in consultation with HQ PACAF/A1, determine whether command should be established by appointment or assumption of command orders. The appropriate unit(s), as determined by the affected JA staff(s), will prepare, draft, publish, and distribute assumption/appointment of command orders using AF Form 35s, *Request and Authorization for Assumption of/Appointment to Command*, for all affected units, in accordance with AFI 51-604.

5.6. Publishing Orders for Contingencies and Exercises. PACAF/CS or A3 approves and releases exercise and operational orders for COMPACAF, transferring PACAF assigned and attached forces to appropriate commanders. All such orders will clearly indicate the new organization and command relationships (both OPCON and ADCON) of the affected forces.

5.6.1. Guidance for Orders. Similar to format in JOPES Vol I, Appendix A to Enclosure N, the final section for all PACAF EXORDs/DEPORDs will be entitled "Command Relationships," and will state the command relationships for all forces being employed by the order, to include both OPCON and ADCON. "Tasks" paragraph will direct appropriate subordinate commanders to transfer or accept forces, as appropriate, to include a statement of where/when the transfer takes place.

5.7. Exercises. Command relationships of exercise forces should closely mirror those expected during real world execution. Command relationships of both U.S. and coalition forces should be considered throughout the exercise planning process, and documented in exercise plans and orders. PACOM issues planning directives to provide guidance for planning, conducting and evaluating PACOM exercises. Directives should include a paragraph stating the command relationships for all forces being employed in the exercise. This guidance should be considered during all planning conferences. Questions or issues with command relationships must be addressed as early as possible in the exercise planning process.

HERBERT J. CARLISLE, General, USAF  
Commander

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

- (U) *Global Force Management Implementation Guidance (GFMIG)* (S), FY 2014 - 2015
- USPACOMINST S3020.2L**, (U) *Command Relations in USPACOM* (S), 30 April 2014
- AFI 10-401**, *Air Force Operations Planning and Execution*, 7 Dec 2006
- AFI 38-101**, *Air Force Organization*, 16 March 2011
- AFI 51-201**, *Administration of Military Justice*, 6 June 2013
- AFI 51-202**, *Nonjudicial Punishment*, 7 November 2003
- AFI 51-604**, *Appointment to and Assumption of Command*, 4 Apr 2006
- AFI 90-1001**, *Responsibilities for Total Force Integration*, 29 May 2007
- AFMD 8**, *Pacific Air Forces*, 9 Apr 2012
- PAD 07-13**, *Implementation of the Chief of Staff of the Air Force Direction to Transform and Consolidate Headquarters Management Functions*, 25 January 2008
- PAD 10-02**, *Implementation of the Chief of Staff of the Air Force Direction to Restructure Command and Control of Component Numbered Air Forces*, 2 June 2010
- Air Force Doctrine, Volume 1**, *Basic Doctrine*, 14 October 2011
- Air Force Doctrine, Volume 3**, *Command*, 29 October 2013
- Air Force Doctrine, Volume 4**, *Operations*, 29 October 2013
- Joint Publication 1**, *Doctrine for the Armed Forces of the United States*, 25 March 2013
- Joint Publication 1-02**, *DOD Dictionary of Military and Associated Terms*, 8 November 2010, as amended through 15 March 2014
- Joint Publication 3-0**, *Joint Operations*, 11 August 2011
- Joint Publication 3-33**, *Joint Task Force Headquarters*, 30 July 2012
- Joint Publication 5-0**, *Joint Operation Planning*, 11 August 2011

***Prescribed Forms***

No forms are prescribed by this instruction

***Adopted Forms***

- AF Form 847**, *Recommendation for Change of Publication*
- AF Form 35**, *Request and Authorization for Assumption of/Appointment to Command*

***Abbreviations and Acronyms***

- AEF**—Air Expeditionary Force
- AETF**—Air Expeditionary Task Force

**AETC**—Air Education and Training Command  
**AFCHQ**—Air Force Component Headquarters  
**AFDD**—Air Force Doctrine Document  
**AFFOR**—Air Force Forces  
**AFGSC**—Air Force Global Strike Command  
**AFI**—Air Force Instruction  
**AFMAN**—Air Force Manual  
**AFOSI**—Air Force Office Of Special Investigations  
**AFPC/DPW**—Personnel Center Directorate Of AEF Operations  
**AFR**—Air Force Reserve  
**AFRC**—Air Force Reserve Command  
**AFSOC**—Air Force Special Operations Command  
**ALERTORD**—Alert Order  
**AMC**—Air Mobility Command  
**AMD**—Air Mobility Division  
**ANG**—Air National Guard  
**AOC**—Air Operations Center  
**AOR**—Area Of Responsibility  
**ARC**—Air Reserve Component (Air Force Reserve and Air National Guard)  
**AT/FP**—Anti-Terrorism/Force Protection  
**BCD**—Battlefield Coordination Detachment  
**BP**—Building Partnership  
**C2**—Command and Control  
**CCIR**—Commander Critical Information Requirement  
**CCDR**—Combatant Commander  
**CCMD**—Combatant Command  
**CJCSI**—Chairman Joint Chiefs Of Staff Instruction  
**C/JFACC**—Combined/Joint Force Air Component Commander  
**C/JTFCC**—Combined/Joint Task Force Commander  
**C-MAJCOM**—Component Major Command  
**C-NAF**—Component Numbered Air Force  
**COA**—Course Of Action

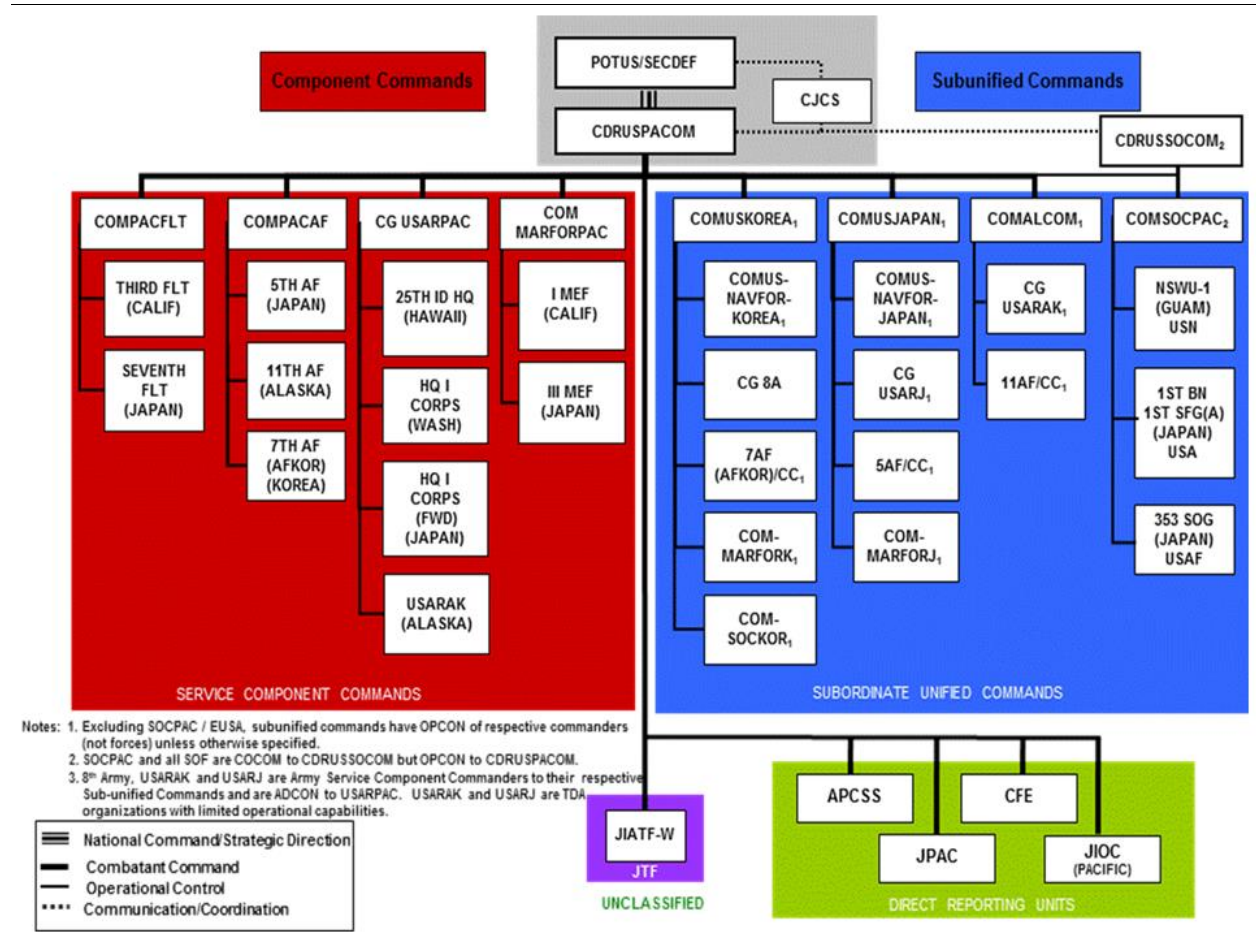
**COMAFFOR**—Commander, Air Force Forces  
**CONOPS**—Concept Of Operations  
**CONPLAN**—Contingency Plan  
**CS**—Chief Of Staff  
**CSAF**—Chief Of Staff Air Force  
**DEPORD**—Deployment Order  
**DIRLAUTH**—Direct Liaison Authorized  
**DIRMOBFOR**—Director Of Mobility Forces  
**DoD**—Department Of Defense  
**EOD**—Explosive Ordnance Disposal  
**ES**—Experience Set  
**EXORD**—Execute Order  
**GCC**—Geographic Combatant Commander  
**HHQ**—Higher Headquarters  
**HQ**—Headquarters  
**ISR**—Intelligence, Surveillance, and Reconnaissance  
**IW**—Irregular Warfare  
**JA**—Judge Advocate  
**JAG**—Judge Advocate General  
**JACCE**—Joint Air Component Coordination Element  
**JAOP**—Joint Air Operation Plan  
**JDDOC**—Joint Deployment Distribution Operations Center  
**JFACC**—Joint Forces Air Component Commander  
**JFC**—Joint Force Commander  
**JMC**—Joint Movement Center  
**JOA**—Joint Operations Area  
**JOPES**—Joint Operation Planning and Execution System  
**JTF**—Joint Task Force  
**KM**—Knowledge Management  
**MAJCOM**—Major Command  
**NAF**—Numbered Air Force or Non-Appropriated Funds (A1)  
**NALE**—Navy Liaison Element

**NGB**—National Guard Bureau  
**OPG**—Operations Planning Group  
**OPLAN**—Operations Plan  
**OPORD**—Operations Order  
**OPR**—Office of Primary Responsibility  
**OPREP**—Operations Report  
**PACAF**—Pacific Air Forces  
**PAD**—Program Action Directive  
**PLANORD**—Planning Order  
**POC**—Point Of Contact  
**POM**—Program Objective Memorandum  
**RegAF**—Regular Air Force  
**RFF**—Request For Forces  
**RFI**—Request For Information or Request For Intelligence (A2)  
**SCA**—Space Coordinating Authority  
**SCI**—Sensitive Compartmented Information  
**SG**—Surgeon General  
**SOLE**—Special Operations Liaison Element  
**TFI**—Total Force Integration  
**TPFDD**—Time-Phased Force and Deployment Data  
**USAF**—United States Air Force  
**USFK**—United States Forces Korea  
**USNORTHCOM**—United States Northern Command  
**USPACOM**—(or PACOM)—United States Pacific Command  
**USSOCOM**—United States Special Operations Command  
**USSTRATCOM**—United States Strategic Command  
**USTRANSCOM**—United States Transportation Command  
**UTC**—Unit Type Code  
**WARNORD**—Warning Orders  
**WRM**—War Reserve Material

Attachment 2

USPACOM STANDING COMMAND RELATIONSHIPS

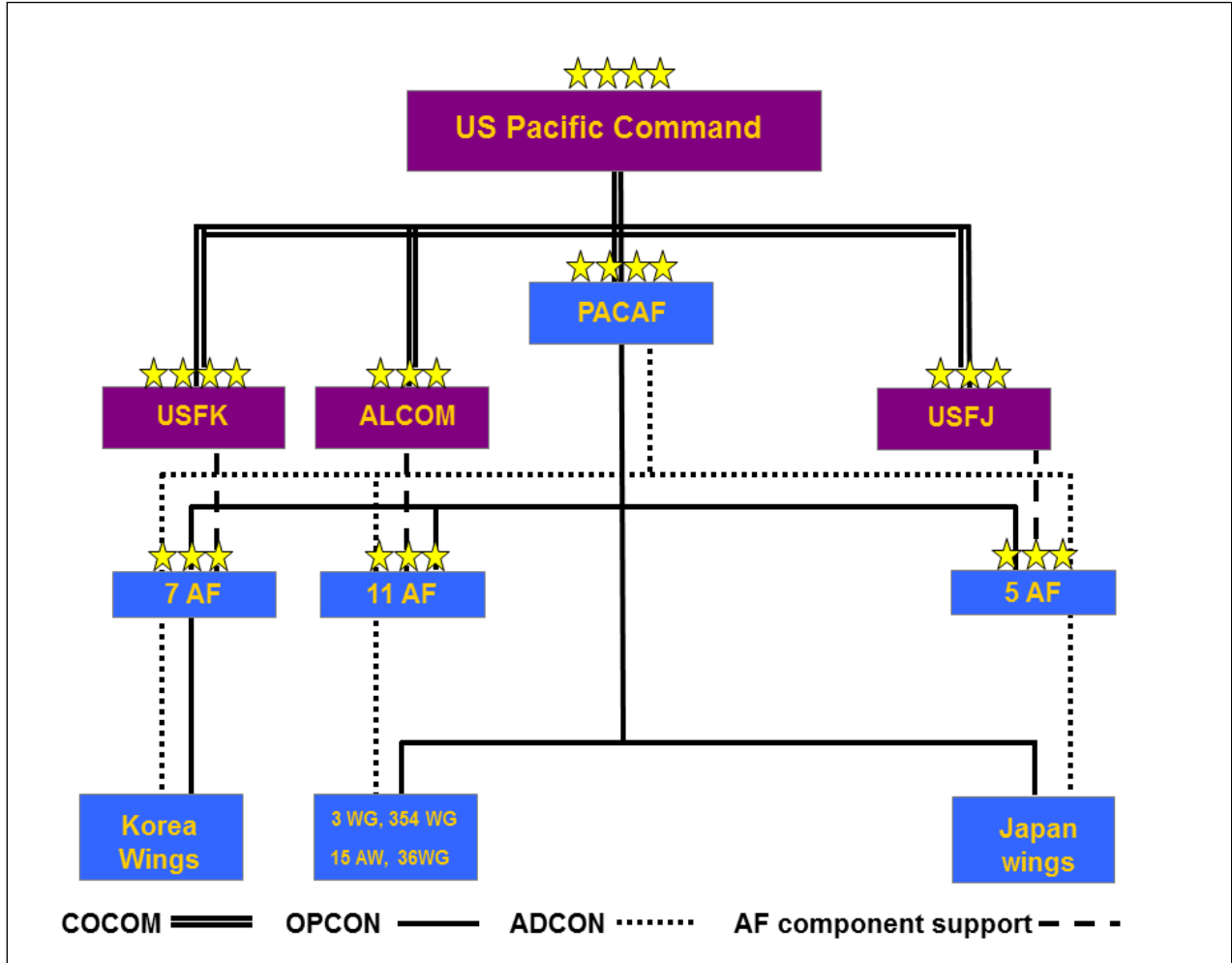
Figure A2.1. USPACOM Standing Command Relationships



Attachment 3

PACAF STANDING COMMAND RELATIONSHIPS

Figure A3.1. PACAF Standing Command Relationships



Notes:

1. **Use of term “7AF.”** Formal unit designation is “7 AF (AFKOR),” per PACAF Special Order GS-08-012; however, for brevity and consistency with other NAFs, the term “7 AF” is normally used.
2. **PACAF forces stationed outside Korea:** COMPACAF exercises ADCON of PACAF wings through NAFs. COMPACAF exercises OPCON directly over wings.
3. **PACAF forces stationed in Korea:** COMPACAF delegates ADCON and OPCON to 7AF/CC. Additionally, during armistice, any PACAF assigned or attached forces operating inside the Korean theater are under the TACON of 7 AF/CC.
4. **USFJ component/Service Support:** 5 AF provides support to COMUSJAPAN for USFJ tasks related to pol-mil engagement with Japan and the maintenance of US Forces in Japan (e.g., SOFA, AT/FP, access, facilities and infrastructure, HNS, etc.). COMPACAF operates in support

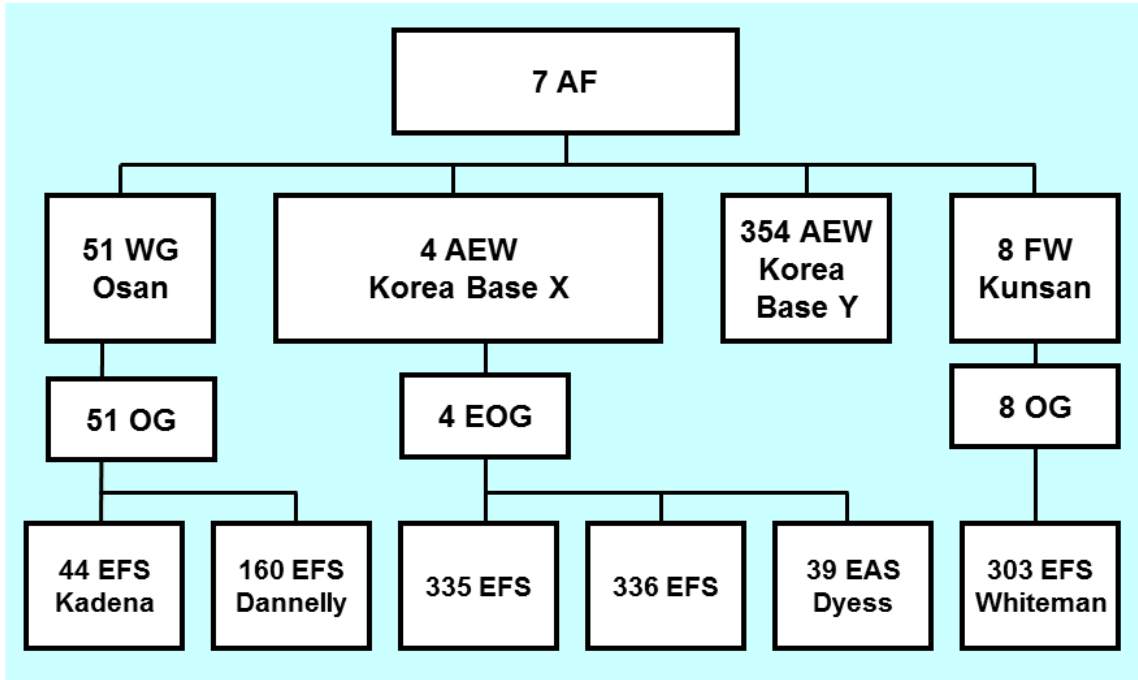
of USFJ (or JFC-J if established) to provide operational COMAFFOR/JFACC/AADC/ACA/SCA support.

5. **Force protection.** CDRUSPACOM has delegated TACON for force protection within the Korean Theater and the Japan area to COMUSFK and COMUSFJ, respectively.



Attachment 4  
SAMPLE ORGANIZATIONAL DIAGRAM

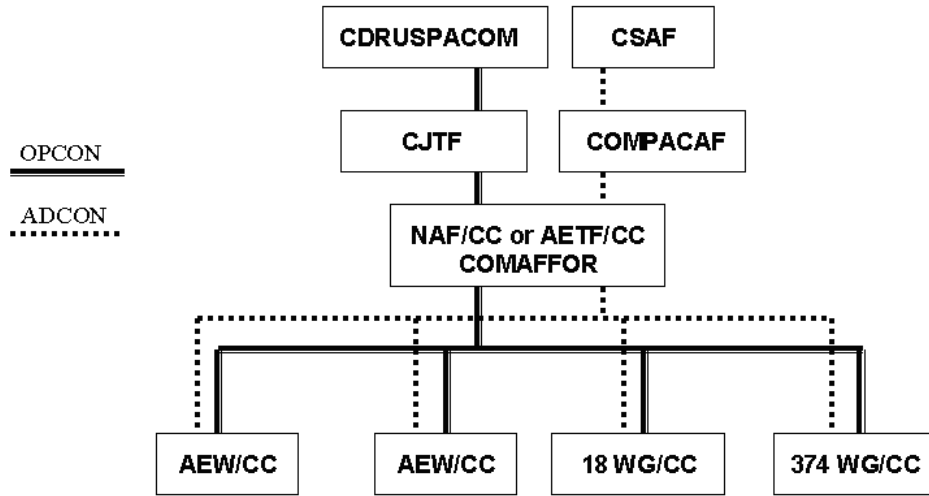
Figure A4.1. Sample Organizational Diagram



Attachment 5

SAMPLE CONTINGENCY COMMAND RELATIONSHIPS DIAGRAM

Figure A5.1. Sample Contingency Command Relationships Diagram

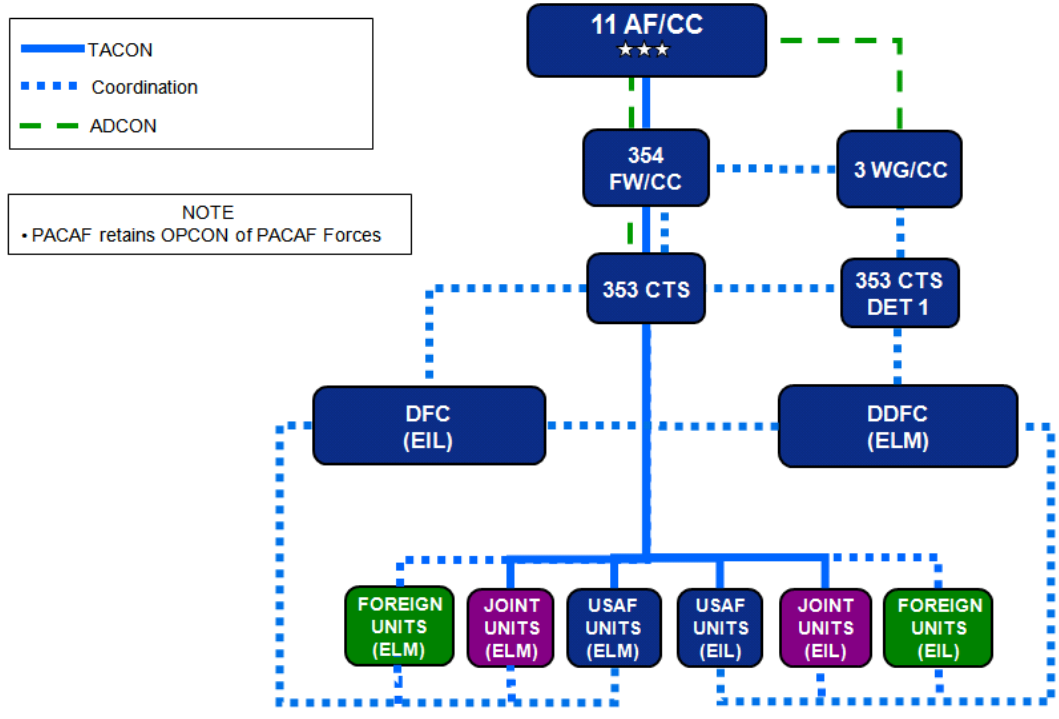


Note: OPCON and ADCON to all wing forces extends through wing commander unless subordinate lines are included to depict otherwise.

Attachment 6

RED FLAG ALASKA SAMPLE COMMAND RELATIONSHIPS

Figure A6.1. Red Flag Alaska Sample Command Relationships



Attachment 7

JTF-SFA COMMAND RELATIONSHIPS

Figure A7.1. JTF-SFA Command Relationships

