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9 January 2024

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Dear [Redacted]

I refer to your email of 6 December 2024 requesting, under the Official Information Act 1982 (OIA):

*...a copy of the most recent NZDDP-00.1 (Command and Control).*

A copy of New Zealand Defence Doctrine Publication NZDDP-00.1 (Third Edition) is enclosed. Where indicated, information that has been provided on a basis of confidence is withheld in accordance with section 6(b)(i) of the OIA.

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Yours sincerely

**GA Motley**  
Brigadier  
Chief of Staff HQNZDF

**Enclosure:**

1. NZDDP-00.1 (Third Edition)



TE OPE KĀTUA O AOTEAROA  
**DEFENCE FORCE**

HEI MANA MŌ AOTEAROA  
**A FORCE FOR NEW ZEALAND**

New Zealand Defence Doctrine Publication

# COMMAND AND CONTROL

## NZDDP-00.1 (THIRD EDITION)



## COMMAND AND CONTROL (NZDDP-00.1) (THIRD EDITION)

New Zealand Defence Force Publication *Command and Control* (NZDDP-00.1) (3<sup>rd</sup> Edition) is issued for use by the New Zealand Defence Force and is effective forthwith for guidance in defence doctrine.



K.R.Short  
Air Marshal  
Chief of Defence Force  
Headquarters New Zealand Defence Force  
Wellington

October 2022

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Introduction

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## PREFACE

### Purpose

The purpose of this publication is to articulate the New Zealand Defence Forces (NZDF's) command philosophy, national command structure, command authorities, and operational command arrangements and terminology in one functional document.

### Scope

NZDDP-00.1 *Command and Control* (3<sup>rd</sup> Edition) is the New Zealand authority for the command and control (C2) of joint operations. The guidance in this publication is authoritative; as such, this doctrine should be followed except when, in the judgement of the commander, circumstances dictate otherwise.

NZDDP-00.1 outlines NZDF joint command arrangements and definitions at the strategic, operational, and tactical levels. Although it maintains a New Zealand perspective, this publication also acknowledges our multinational experiences by capturing the doctrine and practices of our traditional and most like military partners.

### Application

This publication is primarily intended for use by commanders and staff at all levels, particularly joint commanders and staff, task forces established for operations, and joint training organisations. It can equally be used as a reference at any level.

### Structure

NZDDP-00.1 (3<sup>rd</sup> Edition) has five chapters.

- Chapter 1: *Introducing Command* explains the relationship between C2, the components and principles of command, the requirements of a personal command philosophy, the effect of technology, and mission command: the NZDF's command philosophy, and the levels of command.
- Chapter 2: *The New Zealand Defence Force Command Structure* outlines the legal basis of command, the national governance structure for the NZDF, the command authority of commanders, and the different levels of command.
- Chapter 3: *Command and Administrative Authorities* considers the various states of C2 used in the NZDF, as well as those used by the United Nations, the United States, and the North Atlantic Treaty Organisation (NATO).
- Chapter 4: *Methods of Command* discusses the possible methods for commanding joint NZDF operations. It also covers the functions and structure of a joint staff.
- Chapter 5: *Command Arrangements on Operations* sets out generic deployed command arrangements for NZDF force elements across a range of offshore and domestic operations.

## ACKNOWLEDGEMENTS

The New Zealand Defence Force acknowledges its intellectual debt in preparing this publication to a number of military doctrine publications listed below.

- NZDDP D *New Zealand Defence Doctrine* (4<sup>th</sup> Edition), June 2017, Headquarters New Zealand Defence Force, Wellington, New Zealand.
- NZDDP-00.1 *Command and Control* (2<sup>nd</sup> Edition), May 2016, Headquarters New Zealand Defence Force, Wellington, New Zealand.
- NZDDP-3.0 *Campaigns and Operations* (3<sup>rd</sup> Edition) March 2022, Headquarters New Zealand Defence Force, Wellington, New Zealand.
- s. 6(b)(i)
- AJP-01(E) *Allied Joint Doctrine*, 2017, NATO Standardization Agency, Brussels, Belgium.
- AJP-3(C) *Allied Doctrine for Joint Operations*, February 2019, NATO Standardization Agency, Brussels, Belgium.

Other works referenced or relied upon in NZDDP-00.1 are listed below.

- *New Zealand Defence Force Annual Report 2020*, December 2020, Headquarters New Zealand Defence Force, Wellington, New Zealand.
- DF -0.1 *Chief of Defence Force Terms of Reference*, October 2019, Headquarters New Zealand Defence Force, Wellington, New Zealand.

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## EXECUTIVE SUMMARY

### Chapter One: Introducing Command

**Command and Control.** The terms 'command' and 'control' are not synonymous. Command is the legal authority to direct, coordinate, and control armed forces. Control is the authority given to a commander to direct the activities of organisations not normally under their command.

**Components of Command.** Command has four components: authority, leadership, decision-making, and control.

**Principles of Command.** Command has a number of key principles to which the New Zealand Defence Force (NZDF) adheres. These include unity of command, span of command, chain of command, delegation of authority, freedom of action, and continuity of command.

**Personal Command Philosophy.** The purpose of a command philosophy is to declare what a commander expects of their command. A good command philosophy should not be a one-way list of expectations that the commander has of their subordinates. It should also be a statement of what the subordinates can expect from their commander.

**Effect of Technology.** One effect of technology is increased flow of information. There are several aspects to this increased network visibility. The first is a raised expectation by commanders to be continually informed. The second is streamlining passages of information, which boosts shared situational awareness and self-synchronisation of activities. The third effect is compression of the decision-making cycle. These effects can increase political and command intervention in tactical matters and can, conversely, allow tactical action having immediate strategic impact. Increased higher level involvement can and should be positive, but it requires discipline to avoid micro-management.

**Mission Command.** The NZDF command philosophy is mission command. Mission command promotes decentralised command, freedom, and speed of action and initiative, whilst remaining responsive to superior direction. Mission command can only succeed when subordinates are fully aware of the superior commander's intent, and continually

monitor and assess developing situations, whilst maintaining excellent communication through their chain of command and with other supporting units/personnel.

**Contemporary Environment and Complexity.** In environments where the military task is not a simple force-on-force battle, but is instead a nuanced socio-political conflict conducted within populated areas, commanders must be prepared for a more complex challenge. This Joint, interagency and Multinational (JIM) environment will require a level of sophistication beyond the simple application of military force. The modern commander must be comfortable operating in an environment which requires political, social, cultural, and international understanding.

**Levels of Command.** There are three levels of command: strategic, operational, and tactical. The strategic level includes the national strategic and military strategic sub-levels.

### Chapter Two: The New Zealand Defence Force Command Structure

**Legal Basis of Command.** The Defence Act provides the statutory authority for the Crown to raise and maintain armed forces in New Zealand and is the prime legislation for New Zealand Defence matters.

**Commander-in-Chief.** The Governor-General is the Commander-in-Chief of New Zealand. This office is, however, of constitutional importance only and imports no power to exercise actual command over the armed forces. Real powers of command are exercised in accordance with the Defence Act, 1990 by officers appointed for the purpose.

**The Minister of Defence.** The Minister of Defence is politically responsible for the defence of New Zealand and has control of the NZDF, but does not exercise powers of command.

**The Chief of Defence Force.** The Chief of Defence Force (CDF) commands the armed forces, employs members of the civil staff, and is the principal military adviser to the Minister. They are also responsible for the general conduct of the NZDF and the efficient, effective, and economical management of its activities and resources.

**The Secretary of Defence.** The Secretary of Defence is

## Introduction

responsibility, in consultation with CDF for advice on defence policy, for major equipment procurement, and is the principal civilian adviser to the Minister. The Secretary has no powers of command or control in respect of the NZDF.

**Vice Chief of Defence Force.** The Vice Chief of Defence Force (VCDF) is CDF's deputy and has such functions, duties, and powers as delegated by CDF under section 30 of the Defence Act.

**The Chief Joint Defence Services.** The position of Chief Joint Defence Services (CJDS) is responsible for pan-NZDF military enabling functions (such as communication and information systems and logistics). CJDS can be either a military commander or a civilian manager. If CJDS is a civilian they do not exercise command. Instead CJDS exercises the normal authority that is inherent in their position.

**The Chief People Officer.** The Chief People Officer (CPO) is responsible for all the functions that enable the NZDF to manage its people as a key strategic resource. The CPO can be either a military commander or a civilian manager. If the CPO is a civilian they do not exercise command. Instead the CPO exercises the normal authority that is inherent in their position.

**The Chief Financial Officer.** The Chief Financial Officer (CFO) is CDF's principal financial advisor and is responsible for all financial matters. The CFO, as a civilian, is not a commander in the NZDF nor do they exercise command. Instead as a civilian manager the CFO exercises the normal authority that is inherent in that position.

**The Chief Defence Strategy Management.** The Chief Defence Strategy Management (CDSM) is responsible for the development of pan-NZDF future force exploration, organisational strategy, planning, performance reporting, and governance activities.

**The Chief Defence Intelligence.** The Chief of Defence Intelligence (CDI) is responsible for the Defence Intelligence function. This responsibility includes both national and international strategic military intelligence partnerships.

**Management of the New Zealand Defence Force.** CDF, as the Chief Executive Officer (CEO) of the NZDF, employs an operating model that has six core elements in order to

manage the organisation: acquire, direct, enable, generate and develop, operate, and account.

**The Service Chiefs.** Under the authority of CDF, the Chiefs of Service command their respective Services, except where members of force elements of that Service are assigned to a joint force. They are responsible for the raising, training, and maintaining of their Service in order to meet NZDF operational requirements.

**Commander Joint Forces New Zealand.** The Commander Joint Forces New Zealand (COMJFNZ) commands a assigned NZDF force elements deployed operationally and delegates command of those elements to deployed commanders when not required for operations.

**Commander Logistics.** Commander Logistics (COMLOG) commands the Defence Logistics Command and is accountable through CJDS to CDF for the efficient and effective delivery of depth logistics activities. COMLOG also assists the Service chiefs with their raise, train, and maintain responsibilities and provides logistics support to Headquarters Joint Forces New Zealand (HQJFNZ) for operational tasks.

**Component Commanders.** The component commanders in HQJFNZ are responsible to COMJFNZ for operationally deployed force elements that have been assigned to them as a Joint Task Force Commander (JTF Comd) and to their Service chiefs for raising, training, and maintaining force elements.

**Joint Task Force Commander.** A JTF Comd is designated by CDF or COMJFNZ for a specified operation or activity, and is responsible for the conduct of operations as directed.

## Chapter Three: Command and Administrative Authorities

**Command Authorities.** The NZDF uses the following command authorities to assign force elements to commanders: full command, national command, operational command (OPCOM), operational control (OPCON), tactical command (TACOM), and tactical control (TACON).

Definitions of these are drawn from both the North Atlantic Treaty Organisation (NATO) and the Australian Defence Force

(ADF).

**Administrative Authorities.** Full command has an automatic administrative responsibility. For other command authorities, a force element may be assigned under an administrative authority. The administrative authorities used by the NZDF are administrative control, local administration, and technical control.

**Support Arrangements.** Support arrangements define the specific relationship and responsibilities between supported and supporting elements. The support arrangements used in the NZDF are direct support, in support of, and associated support.

**Coordination and Liaison.** Coordinating authority is that which is granted to a commander who has been assigned responsibility for coordinating specific activities or functions that involve two or more commands or countries or Services.

**Supported and Supporting Relationships.** The execution of joint military operations will be guided by the supported/supporting principle. This provides an effective means of weighting the phases and sub-phases of campaigns or operations within the framework of mutually supportive relationships between operational commanders.

**Other Nations' Command Authorities.** The command authorities that define command relationships can and do vary between nations and organisations. Understanding these differences aids interoperability.

## Chapter Four: Methods of Command

Commanders of joint forces may use two methods of command: the direct method or the component method. The choice of method will depend upon the nature of the task or mission, the resources assigned, and the resulting degree of control required.

**Direct Method of Command.** The direct method allows a commander to directly exercise command authority over assigned forces.

**Component Method of Command.** The component method is used when the scale and intensity of the operation increases

significantly and the span of command becomes too great for effective use of the direct method. Assigned forces are divided into components, each with its own commander, who issues orders consistent with the broad direction of the commander of the joint force.

**The Staff.** The staff exists to provide advice to the commander. Its tasks are to collect and analyse information on which the commander bases decisions and makes plans; complete the details of plans; transmit orders and instructions; and monitor the execution of plans.

**Joint Staff Structure.** The staff can be structured either in an integrated or component way, depending upon the nature of the mission. The integrated structure sees staff expertise from the three Services integrated into functional branches. The component structure sees the single-Service and Special Operations staff grouped as components within the headquarters.

**Joint Staff System.** The NZDF uses an adapted NATO staff system called the common joint staff system. This system uses a combination of letter prefixes and numbers to designate the staff branch or cell.

**Liaison.** Liaison is a continuous but informal process normally achieved through consultations between relevant commanders and their staff, either by personal contact or through the use of electronic means. The primary purpose is to enhance communication. It is a standing requirement, especially in multinational operations, peacetime, armed conflict, and during stability and support operations (SASO). It must not become an afterthought on deployment. A Liaison Officer (LO) is an officer who is exchanged between two or more forces and is empowered to represent and make appropriate recommendations on behalf of their commander. They must be prepared to amplify their commander's intent and points of detail when appropriate. An LO shall assist their own commander through the timely exchange of information, intentions, and situational awareness.

## Chapter Five: Command Arrangements on Operations

The NZDF deploys a range of force elements and different sized contingents depending upon the nature of the mission.

## Introduction

Command arrangements for deployments depend on the operational situation.

**Contingent Deployment to United Nations or Multinational Operations.** CDF retains full command and assigns force elements at OPCOM to COMJFNZ. The NZDF contingents are then assigned to the multinational force at OPCON. National command is exercised through a deployed senior national officer. A national command element (NCE) and national support element (NSE) may be deployed to assist the senior national officer (SNO). They will usually be assigned under the OPCON of the SNO. The NCE does not command the NZDF contingent.

**Deployment of New Zealand Defence Force Platforms.** CDF retains full command and assigns the platforms at OPCOM to COMJFNZ. The NZDF platform is then assigned to the multinational force at either OPCON or TACON. National command is exercised through a deployed SNO who is usually the commander of the platform.

**Individual Attachment to United Nations or Multinational Operations.** CDF retains full command and assigns the individual at OPCOM to COMJFNZ. The individual is then assigned to the multinational force at either OPCON or TACON. National command is exercised through a SNO who is usually the deployed individual.

**New Zealand Defence Force Contingent within a Civilian-led Mission.** A range of operational contexts from conflict prevention through to stability and support and even counter-insurgency operations may require NZDF force elements to be employed within a Government of New Zealand mission that is under civilian leadership. For deployed NZDF contingents, CDF retains full command over a NZDF force element. CDF assigns NZDF force elements at OPCOM to COMJFNZ. COMJFNZ will usually assign the force elements OPCON to a JTF commander who would then be assigned in direct support of the New Zealand mission's civilian leader.

**New Zealand Defence Force-Led or Independent Operations.** These represent the most challenging but easiest operations for the NZDF. CDF retains full command of NZDF force elements and assigns them at OPCOM to COMJFNZ. COMJFNZ fulfils the function of the joint commander. The force elements are then assigned to an in-

theatre commander—a JTF Comd—at OPCON. Multinational partners would assign their force elements at OPCON or TACON to COMJFNZ.

**Participation in Domestic Tasks.** The command and control arrangements for NZDF participation in domestic tasks are similar to those for overseas operations. CDF assigns force elements at OPCOM to COMJFNZ for the duration of the domestic task. COMJFNZ then assigns those force elements to support the identified domestic task.





CHAPTER 1:

# INTRODUCING COMMAND



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## Introduction

1.01 The New Zealand Defence Forces (NZDF's) command philosophy is outlined in *New Zealand Defence Doctrine* (NZDDP D). NZDDP D does not, however, articulate joint NZDF command arrangements and terminology. This publication is a guide to New Zealand's national command structure, command and administrative authorities, and operational command arrangements and terminology. It outlines NZDF joint command arrangements at the strategic, operational, and tactical levels. It also informs Service-level command definitions and arrangements.

1.02 NZDDP-00.1 uses a range of sources from New Zealand's traditional and most like military partners, drawing on the joint doctrine of Australia, North Atlantic Treaty Organisation (NATO), Canada, the United Kingdom, and the United States. In many instances, NZDF command doctrine differs from those countries listed above and significant differences are noted in this publication. In particular, Australia's command arrangements, terminology, and overarching governance framework are substantially different from New Zealand's. This publication provides a New Zealand-specific view of command and control (C2), updated in a third edition.

## The Command and Control Relationship

1.03 The terms 'command' and 'control' are closely related and regularly used together, as indicated by the often-used abbreviation 'C2' to denote 'command and control'. However, 'command' and 'control' are not synonymous and the two terms are described and differentiated below.

1.04 **Command.** Command is the legal authority given to an individual to direct, coordinate, or control armed forces. It is the process of a commander imposing their will and intentions on subordinates to achieve assigned objectives. Command encompasses the authority and responsibility for deploying and assigning forces to fulfil their missions and

being accountable for the actions of their subordinates.<sup>1</sup> Decision-making is a prime manifestation of command, as making major decisions is a commander's key duty.

1.05 **Control.** Control is inherent in command. To control is to regulate forces and functions to execute the commander's intent. Control of forces and functions helps commanders and staff define requirements, allocate forces, and integrate efforts. Control allows commanders freedom to operate, delegate authority, and place themselves in the best position to observe, assess, and lead. Ultimately, it provides commanders a means to effectively and efficiently employ joint forces to achieve objectives and attain the end-state.

### Key Terms

#### Command

The authority that a commander in the military Service lawfully exercises over subordinates by virtue of rank or assignment. Command includes the authority and responsibility for effectively using available resources and for planning the employment of, organising, directing, coordinating, and controlling military forces for the accomplishment of assigned missions. It also includes responsibility for the health, welfare, morale, and discipline of assigned personnel.

#### Control

The authority exercised by a commander over part of the activities of subordinate organisations, or other organisations not normally under his command, which encompasses the responsibility for implementing orders or directives. All or part of this authority may be transferred or delegated.

1.06 Notwithstanding the obvious overlaps within C2, there are two fundamental differences between terms. Firstly, command is derived from legal authority conferred

<sup>1</sup> Command entails authority, responsibility, and accountability. Authority involves the right to enforce obedience and discipline if necessary. Although a commander can delegate certain authorities to subordinates, they retain overall responsibility for command. Accordingly, responsibility is fundamental to command. Finally, accountability comprises a liability and obligation to answer to a superior for the proper use of delegated responsibility, authority and resources.



Figure 1-1: The Command Model.

by the Crown through prerogative and by Parliament in the Defence Act, so there are legal consequences if a lawful military command is not obeyed. Secondly, although control is an explicit and indivisible element of command, this is not true of the inverse. The exercise of control does not automatically include the authority of command, as a staff officer in a headquarters can exercise control on behalf of their commander without having any command authority.

1.07 Command has several commonly recognised components (see Figure 1-1). Although the terminology and interpretation of the components of command differ among New Zealand's traditional military partners, the generally accepted components of command are authority, leadership, decision-making, and control.

- **Authority.** Authority is the delegated power to issue lawful orders and enforce compliance. It includes responsibility, accountability, and delegation.

- **Decision-Making.** Decision-making is selecting a course of action as the one most favourable to accomplish the mission. It translates the commander's visualisation into effective action. Making major decisions is the commander's duty, advised, and assisted by their staff. Making minor decisions on behalf of the commander, within the commander's intent and competence, is the staff's responsibility.
- **Leadership.** Leadership is the ability to influence people by providing purpose, direction, and motivation while operating to accomplish the mission and improving the organisation. Commanders lead through a combination of example, persuasion, and compulsion. It also involves forces of will. While providing leadership is a commander's primary responsibility, it is also a responsibility of every military superior including officers and non-commissioned officers. For a more detailed discussion on the importance of leadership see NZDDP—00.6 *Leadership*.

## Chapter 1

- **Control.** In the sense of continuing oversight, direction, and coordination of assigned subordinate forces, control is largely the duty of the staff, although commanders attend to some critical aspects themselves. It includes collecting, processing, displaying, storing, and disseminating information for creating the common operational picture and using information during planning, preparing for, executing, and assessing operations. The elements of control are:
  - information
  - communication
  - structure.

## Decision-Making

1.08 Decision-making is one of the central activities of leadership and it is an essential aspect of command. Effective decision-making combines judgement with information. It requires knowing if to decide, when to decide, and what to decide. Commanders can develop an instinctive awareness of the operating environment that should help in deciding when to make decisions and in the making of those decisions. Commonly understood decision-making tools enable commanders and staffs to work together effectively. The following elements are essential to any decision-making process.

- **Understanding the Nature of the Problem.** By understanding the nature of the problem commanders can make well-informed and appropriate decisions. Strategic context review, joint intelligence preparation of the operating environment (JPOE), evaluation of actors, and factor analysis help commanders do so. Understanding intangible and wider factors surrounding an issue can be improved by previous experience, research, study, visits, and discussions with key military and non-military actors.
- **Direction and Guidance.** Commanders should initially determine the nature of the decision required and the time available in which to make it, allowing sufficient time for subordinates planning and preparation. They then should issue sufficient planning guidance to the staff and subordinates to set in motion the action required to arrive at their decision.

- **Consultation.** Early engagement with other headquarters and non-military agencies should enable commanders to understand concerns of other commanders and leaders and to manage the likelihood and impact of subsequent changes in direction. Such consultation should occur at three levels:
  - upwards to seek guidance if required and ensure awareness of the strategic level commander's intentions and vice-versa
  - to national representatives, diplomatic staff, other organisations, their internal specialist advisors, and senior staff
  - downwards to subordinate commanders to ensure they understand the decision and context, have the opportunity to contribute, and feel a sense of ownership.

1.09 **Consideration.** Before reaching a decision, commanders should consider the recommendations from the staff as well as contributions of subordinate commanders. They should then apply their judgment, influenced by results of consultation upwards and laterally. Several methods can enhance their judgement:

- **Managing Risk.** Commanders should identify, assess, and manage risks involved in their military operations and provide guidance to the staff and subordinates for risk reduction, mitigation, and exploitation. This includes delegating appropriate risk control to subordinates along with transferring into erable and unmanageable risk to superiors. The commander is ultimately responsible for accepting risk. For more on risk analysis and management, see NZDDP—3.0 *Campaigns and Operations* (3<sup>rd</sup> Edition).
- **Red Teams and War-Gaming.** Commanders may form an impartially-minded 'red team' to scrutinise and critique the logic and validity of the plan as it evolves both before and during execution. The Red Teaming could be as simple as the intelligence staff on the headquarters acting as the adversary during wargaming to the higher use of a dedicated Red Team. Wargaming is an instrument designed to develop and improve courses of action (COA). It should be used, whenever time permits, in order to evaluate the potential of a COA to accomplish the mission against foreseen counteraction with respect

to the different adversarial COAs as well as to identify and correct deficiencies. These processes usually lead to the generation of contingency plans.

- **Operational Analysis.** Operational analysis (OA) specialists can provide additional objectivity and technical rigour to operations planning and decision-making. OA is desirable but may not be possible, especially in a deployed headquarters. Therefore OA is not a mandatory pre-condition for conducting wargaming. OA includes not only the development and application of mathematical models, statistical analyses and simulations but also the application of expertise and experience for the determination of quantitative factors for own and adversarial COAs.
- **Blue Team.** Commanders may appoint a reflective 'blue team', which are characterised by high status, independence from the chain of command, and detachment from the mechanics of the headquarters itself. A blue team can critically assess the effectiveness of the planning process and indicate the validity of the commander's decision-making. Its key roles are to observe and critique factors (often institutional) likely to impede effective planning and then determine the impact of such factors on decisions being reached. Doing so indicates to commanders the potential weaknesses of their plans or their rationale.
- **Institutionalised Dissent.** An experienced planning team may develop high levels of cohesion, which can diminish the effectiveness of their advice to the commander. Perils such as groupthink (coming to premature conclusions that affirm prevailing assumptions) can be offset by employing an external dissenter. They will question internal assumptions and perspectives and ensure that agreement is not simply achieved on the basis of conformity and acquiescence within the planning team.

1.10 **Decision and Execution.** Commanders make decisions and should express them clearly and succinctly. This is the cornerstone of effective command. Back-briefs by subordinate commands provide opportunities for clarification and reinforce understanding. Commanders should then ensure that direction is disseminated as they require and that their decision is executed correctly.

1.11 **Decision-Making in Practice.** The decision-making process will frequently be compressed, requiring activities to be undertaken concurrently rather than consecutively. It might be self-evident from the circumstances when a decision is required. If not, it should be clearly established during the direction stage. Consultation and consideration may mix, leading to decisions being taken quickly. Reaching a decision may involve commanders exercising their own judgement on incomplete information. It is not possible to avoid risk: waiting and anticipating complete clarity will result in paralysis. Risk reduction is important and possible if critical information requirements are identified early in planning and the commander should regularly refine these. Commanders should use their judgement to decide what to delegate and to whom. While commanders may delegate their authority, they always retain responsibility. All commanders require clear quantitative and qualitative understanding of the capabilities available to them. They should consider:

- what tempo they are capable of and what tempo they need to be capable of
- how they are organised (for example, with sufficient interoperability and agility to be re-organised)
- whether they are capable of working with civil agencies, at what level, and whether some reorganisation is required
- their optimum command, control, and communication arrangements and how to align authority with responsibility (this can be difficult in multinational operations)
- how to most effectively employ available forces to tasks while avoiding inter-component friction
- key strengths, weaknesses, and dependencies of the principal fighting systems and whether the force is sustainable during each phase of the operation.

## Principles of Command

1.12 Irrespective of the specific command philosophy, certain fundamental principles of command have proven themselves over time, much like the principles of war. The command principles to which the NZDF adheres are:

- unity of command

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- span of command
- chain of command
- delegation of authority
- freedom of action
- continuity of command.

### Unity of Command

1.13 The first and foremost principle of command is that there can only be one recognised command authority at any time. A subordinate can only have one superior. The command authority may change as tasks change, but unity of command, with one designated commander clearly responsible for each task, must be maintained. This is particularly important in multi-phased joint operations, where a lack of unity of command could create doubt as to who is in command of the operation at various phases.

### Span of Command

1.14 There is a limit to how many subordinate elements one person can command effectively. Experience indicates that in the NZDF, an optimum span is up to five principal subordinates; however, this is dependent on a range of factors and no finite number can be prescribed. While C2 arrangements must be flexible enough to cope with additional subordinate elements, the commander must not be overloaded to the point where it is not possible to operate effectively. There is a range of degrees of authority that a commander may hold (see Chapter 3: *Command and Administrative Authorities*), which should be matched to mission and responsibility. No commander should be denied the force elements vital to carrying out a mission, nor burdened with command responsibilities for peripheral force elements when coordinating support would suffice.

### Chain of Command

1.15 The command process is hierarchical. Commanders at each level respond to directions from higher headquarters and, in turn, issue directions to subordinates. Consequently, each headquarters normally reports to only one superior headquarters, thereby following a definite

chain of command. All elements in the chain must be aware of their superior and subordinate headquarters, as well as the C2 relationships with other elements operating in the same theatre or area of operations. Bypassing levels of command in either direction is justified only in exceptional circumstances, such as the need for immediate action or the loss of communication with intermediate commanders. In such cases, the chain of command must be re-established as quickly as possible and the intermediate commander advised of the action taken.

### Delegation of Authority

1.16 If the scope and complexity of operations are such that one person alone cannot direct or supervise all tasks, command authority should be delegated. Commanders may delegate all or part of this authority and will decide how much authority will be exercised on their behalf by the staff and how much by subordinate commanders. Below are some key aspects of delegation.

- a commander must identify the essential aspects that will be handled personally, and then delegate authority to subordinates for those activities that are within their capability or do not require the commander's personal involvement
- authority which has been delegated may be withdrawn or adjusted by the delegating commander at any time
- the transfer of authority and assignment of responsibility for functions or tasks within the formation or force element does not relieve commanders of their accountabilitys
- the delegation of authority should be in writing in order to avoid any ambiguity.

### Freedom of Action

1.17 Once the task or mission has been established and the necessary orders have been given, subordinate commanders must be permitted maximum freedom to take initiative and exercise their skills and knowledge of the local situation in the planning and conduct of the operation. However, a commander can change a subordinate's plan if the commander does not believe it will meet the objective, or

if the plan is going seriously wrong.

## Continuity of Command

1.18 Command must be maintained at all times. A clear procedure must be established to allow for the succession of command in such a way that ongoing operations and commitments are not disrupted during a transfer of authority. Succession of command may be in accordance with prior plans, or required as a result of enemy action or other unforeseen causes. An alternate headquarters should also be available to replace the main headquarters if it is out of operation. Other considerations are listed below.

- Plans, organisations, and facilities to overcome physical fatigue, equipment failures, personnel and equipment casualties, and any interruptions during moves or transfers of the command authority from one location to another.
- Subordinates must be fully aware of the commander's concept of operations and intentions. If there is a loss of communication, headquarters, or commanders, subordinates should be able to continue operations without higher direction until the chain of command is restored.

## Personal Command Philosophy

1.19 Taking command is an exceptionally personal business. From the moment a commander takes command they will develop a practical command philosophy that will influence both their personal life and work and that of their subordinates. A new commander may choose to reveal this philosophy slowly through time and events, or may wish to establish a quick rapport by clearly defining their philosophy upfront through verbal address and/or written guidance.

1.20 The purpose of a command philosophy is to declare what a commander expects of their command. A good command philosophy should:

- indicate those aspects of organisational activity most important to the commander
- give insight into the commander's leadership style so

others in the command can synchronise their actions with those of the commander

- be broad enough to provide reference points for ethical, personal leadership style, and managerial style preference issues
- provide a foundation of understanding by which the commander and their subordinates can build a relationship of respect, trust, and mutual expectation.

1.21 Commanders must guard against command philosophies that state ambiguous or vague statements, such as 'embracing the NZDF's values'. Statements must provide firm direction as to what the commander personally believes these values mean. A command philosophy that the commander does not personally believe in, or does not intend to live and work by, should not exist. In such a situation the commander may risk losing the trust and respect of their subordinates.

1.22 In general, a command philosophy has the following four components.

- **Vision.** Every success is based on an initial concept. A commander's vision provides the initial common focus for an organisation's energy and allows priorities to be determined, setting the conditions for ultimate success.
- **Values.** Members in an organisation who share the same values will view tasks from a common perspective and act accordingly. A commander has the responsibility to draw together the common values within the subordinates, making them robust enough to withstand external pressures and influences.
- **Leadership Expectations.** Subordinate leaders in an organisation have specific responsibilities and fundamental obligations, and these must be clearly articulated and understood by them and their subordinates. By clearly articulating and reinforcing expectations, galvanising all components with an overall purpose, a commander has the opportunity to create synergistic effects.
- **Personal Convictions.** A commander is expected to possess attributes such as integrity, humility, courage, fairness, and diligence. A commander should also display social ease or 'people skills'. A competent commander



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should be able to make clear to their subordinates both their intent as commander and the convictions that inform their decisions.

1.23 NZDF commanders, at whatever level, must rely on their judgment and apply what they have learnt as appropriate, and be able to depart from the established formula when circumstances demand it. NZDF joint doctrine encourages flexibility and the use of initiative at all levels of command.

1.24 At all levels, and particularly where a force is widely dispersed, the commander's intent and projection of will and commitment to succeed, together with the effective management of resources, will be of paramount importance in exercising C2. Consequently, strategic-level commanders must appoint operational-level commanders whose leadership qualities best fit the command task.

## Command and the Operational Environment

1.25 Relationships between national governments, between groups and factions within a state, and between state and non-state actors are often competitive. International politics ranges broadly between cooperation, competition, confrontation and armed conflict. The boundaries between the four are complex and evolving and the progression is not necessarily linear or easily defined. The continuum of conflict is a term used to describe the variable context within which Defence may be employed.

1.26 States that respect and adhere to the rules-based international order strive to ensure that all activities conducted within this continuum are in accordance with the established and enduring laws and norms. Those state and non-state actors that will not adhere to the rules-based international order, seek to delegitimise and destabilise it, championing their own interpretation for their own interests. Competitors seek to exploit the seams between peace and war, often their activities are beneath the threshold of armed conflict. This results in instability and is described as hostile state activity.

## Joint, Interagency, and Multinational Environment

1.27 The contemporary environment will also require the commander to meet objectives of political, governance, and development natures in addition to military/security objectives. These requirements will likely be interconnected and the linkages, and influences, will be opaque. The commander will have to influence governmental and non-governmental agencies, coalition military commanders, and indigenous political and military leaders. This requires understanding the perspectives and objectives of each party. Often the military commander, by virtue of their planning and decision-making skills and experience, will assume a leadership role in coordination and execution in such environments. Joint, interagency, and multinational (JIM) environments require a level of sophistication beyond the simple application of military force. The modern commander must be comfortable operating in an environment which includes political, social, cultural, and international factors as well as scrutiny by the media.

## Command Arrangement

1.28 In environments where the military task is not a simple force-on-force battle, but a more nuanced socio-political conflict conducted within populated areas, commanders must be prepared for more complex exchanges. In such situations, commanders are likely to have a complicated chain of command, which may include a military chain to a United Nations (UN) or coalition headquarters, local control by political or diplomatic staff, and a national military command chain. The command challenge becomes the distillation of the various sources of guidance into unambiguous direction to subordinates.

## Host-Nation Forces

1.29 Subordinate elements may also conduct operations being led by host-nation forces as a means of developing and mentoring those forces. This may include responding to direction from a higher-level host-nation commander with whom a suitable level of trust is not yet established. In such cases it is the commander's responsibility to balance the operational risk with the benefits of developing the host-nation's forces. In such situations NZDF elements are not

subject to orders from foreign commanders unless agreed in the status of forces agreement (SOFA) or detailed in the relevant NZDF operational order or operational directive.

1.30 The operating environment faced by today's commander is one characterised by a mixture of change, complexity and uncertainty. Commanders in this environment need to consciously consider a wide range of factors including political, legal, cultural, and social issues, in addition to traditional military considerations.

## Factors Affecting the Exercise of Command

1.31 Effective exercise of command is intimately linked to the nature of the operational environment, including the strategic context and the technology available. The following factors that should be taken into account by commanders.

1.32 **Complexity.** There are two types of complexity: structural and interactive. Structural complexity exists in a system made up of many parts, but these parts interact in a predictable (usually linear) way. Interactive complexity exists in a system that is made up of many parts, but where those parts are able to interact with each other and the system itself in many possible ways, and which may change significantly over time. The effects of this variety of interaction are very difficult to predict accurately, and are pervasive to the extent that they may even change the structure of the system itself.

1.33 Although operations have always been structurally complex, today it is widely understood that they are also interactively complex. As a result, the effects of any action cannot necessarily be taken for granted. A operational plans need to be developed and enacted with enough flexibility to enable unexpected situations to be addressed.

1.34 **Diversity of Actors.** The operational environment is characterised by a diverse and sometimes ambiguous array of actors, including:

- conventional military forces, including multinational forces
- host nation government officials, including police and service providers

- non-conventional forces
- non-state actors—for example, terrorist organisations, mercenaries, pirates, and organised criminal groups
- international organisations—for example, The United Nations and The International Committee of the Red Cross
- non-governmental organisations—for example, Oxfam and Médecins Sans Frontières
- multinational corporations
- domestic and international media
- civilians.

1.35 Each of these actors may be a threat, friendly, or neutral, and may change between these categories over time. Each actor has its own attributes, internal dynamics, and intentions that need to be analysed and understood. The commander must develop a situational understanding of key actors and their relationships that may affect mission achievement.

1.36 **Geographical Non-Linearity.** The contemporary operational environment does not necessarily include well-defined fronts, flanks, and rear areas. As a result, force protection is an important command consideration, regardless of where forces are located.

1.37 **Limitations.** The conduct of operations is invariably subject to limitations. These limitations can circumscribe the political and/or strategic aims of an operation, the intensity of combat operations, the geographic extent of military action, the duration of hostilities, support of national objectives by the host and home populations, and the kinds of operations and activities conducted. Limitations consist of constraints and restrictions as follows:

- **Constraints.** Constraints are actions imposed by a superior commander or other authority, which must be undertaken. Constraints may be derived from specified or implied tasks. An example is the tasking of a subordinate commander to maintain a reserve for employment that may be employed by the superior commander on order.
- **Restrictions.** Restrictions are prohibitions on activities



Figure 1-2: Newly emerging capabilities may support a flatter structure for command and control.

that a superior commander or another authority might impose. Restrictions may be legal (imposed by international and domestic laws); moral and ethical (these limitations are now very largely absorbed into international norms and values); or political (which include, in the case of multinational operations, what is considered acceptable by all contributing countries).

1.38 **Effect of Technology.** One effect of technology is the increased flow of information, both in volume from particular sources and in scope from many newly connected sources. There are several implications of this increased network visibility. The first is a raised expectation by commanders to be continually informed, thus tending to undermine the philosophy of mission command, which relies on subordinate commanders having the flexibility to achieve desired effects in their own way. This tension, as so the result of over-lapping levels of command, is sometimes

referred to as the 'command dilemma' and is covered in more detail in Chapter 3: *Command and Administrative Authorities*.

1.39 Another aspect is the advantage of being able to add value to a more streamlined passage of information, thus boosting shared situational awareness and self-synchronisation of activities. However, improved management of the operational environment requires headquarters staff to perform control functions across a wider range of activities, leading to fewer or more compact, intermediate headquarters. This risks increased political and command intervention in tactical matters. Increased higher-level involvement can be positive, but requires discipline to avoid micro-management.

1.40 A third effect of increased network visibility on command and leadership is compression of the decision-making cycle. Universal access to the necessary computing

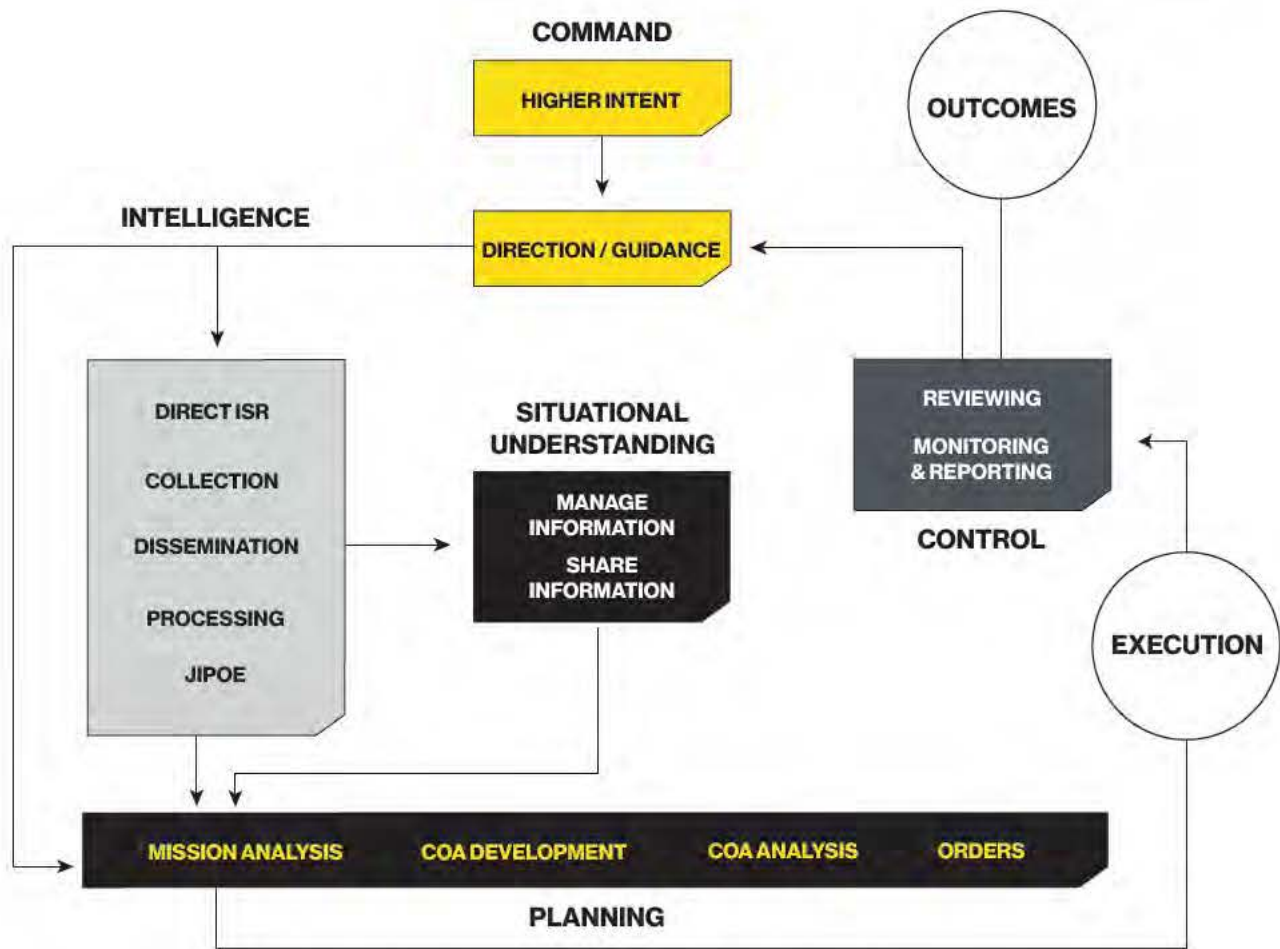


Figure 1-3: Command and control functions and processes.

resources and satellite technology means key powers, friendly as well as adversary, are able to display a common operating picture. Software-aided decision-making tools are used to develop possible courses of action. This technology is developing rapidly. Simultaneous transmission of situational pictures to all levels of the command chain is a reality and it is likely the commanders' unparalled visibility of the operational environment will only increase in the amount of data available.

1.41 These capabilities may support a flatter structure for C2 in the NZDF. Current NZDF C2 arrangements will need to respond to technology by a flatter structure and not just processes, as in the past. However, reliance on sophisticated technologies creates both opportunities and vulnerabilities for both the NZDF and potential adversaries. Command, despite technological advances, remains a human activity and still needs to be able to function in degraded conditions.

## Command and Control Systems

1.42 The overall NZDF C2 construct is based on a combination of people, processes, technology, and information to support effective decision making and action, in order to meet outcomes as directed. The NZDF C2 model may be divided into a number of key functions, each of which is made up of specific processes as illustrated in Figure 1-3. Visualisation of NZDF C2 as a collection of interrelated processes both illustrates its alignment with the observe, orient, decide, act (OODA) loop, and enables a systems view of how commanding relates to the functions and processes. The five key NZDF C2 functions are:

- **Command.** The processes used to transform higher intent into direction and guidance.
- **Intelligence.** The processes used to collect, analyse, and disseminate information to facilitate assessment of the operating environment.

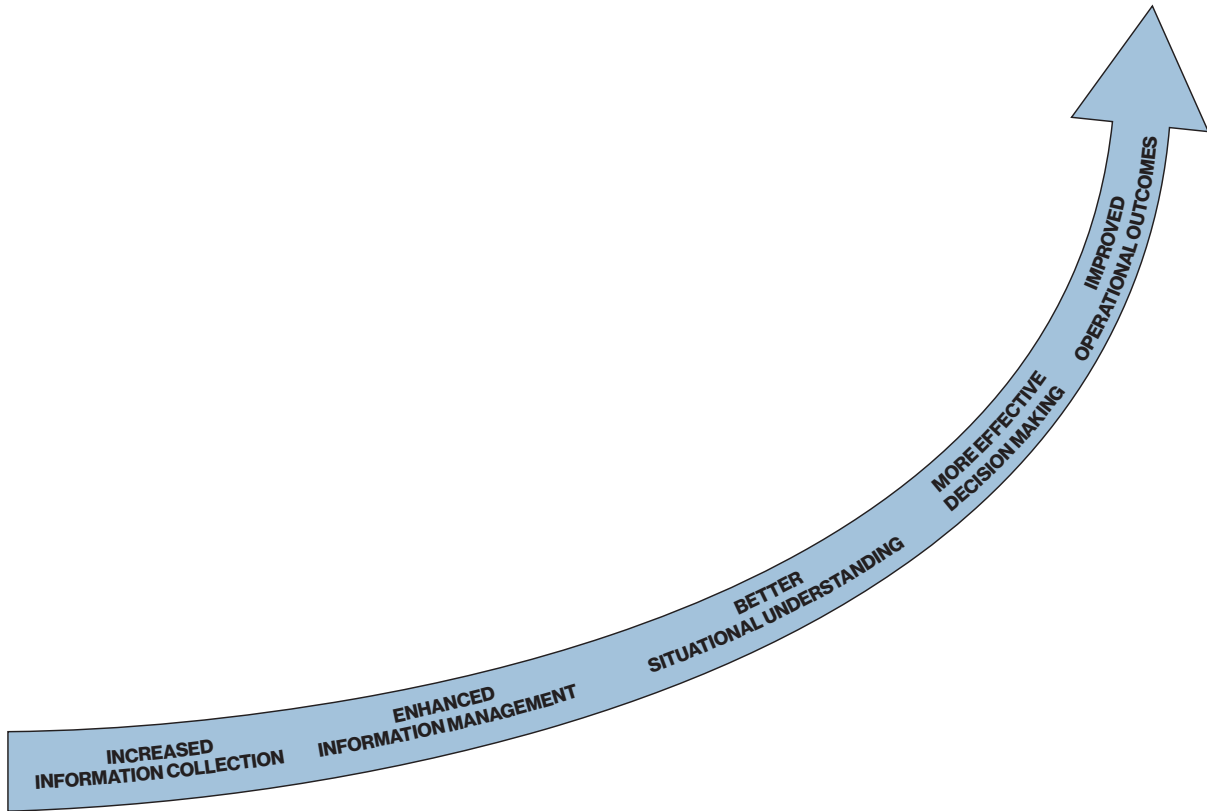


Figure 1-4: Benefits chain for command and control systems.

- **Situational Understanding.** The processes used to develop and share an accurate interpretation of the situation and possible future.
- **Planning.** The processes used for developing plans for operations designed to achieve mission objectives.
- **Control.** The process for monitoring the conduct of operations and dealing with outcomes.

### Benefits of an Effective Command and Control System

1.43 A command and control system (C2S) is an integrated system comprised of personnel, equipment, at least one communications system, facilities, organisational structure, procedures, and doctrine. A C2S provides commanders and staff at multiple levels with accurate information in near real-time to facilitate planning, execution, modifying, and controlling of activities through better informed decision making. By integrating C2S into networks, high levels of effectiveness and efficiency may be achieved in collecting, processing, displaying, storing, and disseminating

information. Ultimately effective C2S ensures the right person, has the right information, at the right time.

1.44 C2S may combine military and civilian feeds to provide commanders and staff with a global-reach capability and access to information from an increasing number of sources. C2S provides the infrastructure that allows combined and joint forces to manage information and to interface with other C2S to form the architecture:

- supporting decision making by commanders and staff
- providing situational awareness through a common operational picture to facilitate the integration and synchronisation of operations
- linking sensors to shooters and updates weapon system targeting parameters.

1.45 The C2S benefits chain is shown in Figure 1-4. Each step has a people, process, technology, and information component and is reliant on the effectiveness of the step before it.

## Mission Command

1.46 The NZDF specifically adopts mission command as a command philosophy that promotes decentralised command, freedom, and speed of action and initiative, whilst remaining responsive to superior direction. Under mission command, in its simplest form, the superior commander states what is to be achieved, but leaves the subordinate commander free to decide how to achieve it. Therefore, mission command focuses upon overall mission success rather than asset control. The centralised control of key assets neither compromises nor conflicts with the mission command philosophy.

1.47 Mission command requires a style of command that recognises four supporting principles:

- timely and effective decision-making

- a thorough understanding of a superior commander's intentions
- clear responsibilities on the part of the subordinate to fulfil that intent
- the commander's determination to take the plan through to a successful conclusion.

## Elements of Mission Command

1.48 To execute effective mission command, commanders at all levels should apply the following elements.

- A commander ensures that subordinates understand the commander's intentions, their own missions, and the strategic, operational, and tactical context.
- Subordinates are told what objective(s) they are to achieve and the reason why it is necessary.



Figure 1-5: Mission command is a philosophy that suits the New Zealand Defence Force's organisational culture, values, and how it conducts joint operations.

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- Subordinates are allocated sufficient resources to carry out their missions.
- A commander uses a minimum of control so as not to unnecessarily limit their subordinate's freedom of action.
- Subordinates decide for themselves how best to achieve their missions.

## Application of Mission Command

1.49 Although philosophical in nature, mission command is not a theory. Its practical application in the NZDF stresses five key concepts which are discussed in the following paragraphs.

1.50 **Learning through Practice.** Mission command requires practice during training for military operations in general, not just for a particular operation. Where practicable, aspects of professional military life should utilise the mission command philosophy.

- Questioning should be encouraged to provide insight by engaging experience and creativity.
- Programmed knowledge relies on published sources (including doctrine).
- Together these permit Learning as a form of self-acquired wisdom, which promotes and increases capacity to embrace change.

1.51 In order to practice mission command, sufficient instruction and training should occur in a benign environment, in which mistakes are accepted and discussed, and unorthodox solutions are not rejected. An active learning philosophy creates an atmosphere for individuals to make wider contributions.

1.52 A deeper understanding of what constitutes commander's intent should be the subject of continuous development. Progressive thinking should be used to translate a higher commander's intent into lower-level objectives, and foster an outcome-driven approach. Mission command cannot function without the unifying purpose of commander's intent.

1.53 **Wise Application.** Mission command does not necessarily apply to all situations and to all personnel. Commanders have a right to be satisfied that subordinates not only understand their intentions but are also acting on them. Situations where a more directed style of leadership may be appropriate include operations involving a high political or cultural sensitivity, or challenging operations where a subordinate's ability to achieve the outcomes is in doubt.

1.54 In particular, mission command may not be compatible with, or acceptable to, some of our potential coalition partners. Mission command should be applied with particular care in a multinational environment. While over-direction can cause offence, too little direction may cause little effect. Mission command has the status of a 'general rule'; however, it should not exclude the very necessary element of active control.

1.55 **Risk Taking and Force Protection.** Commanders are responsible for the life and safety of the members of the armed forces under their command. Omitting to take adequate steps to protect them is a fundamental failure of command and may also expose the commander to legal liability. Recognising and working within constraints, including those imposed by the law, is also a vital aspect of mission command. Warfighting involves risk-taking. Mission command should be used during peacetime, with appropriate risk management measures, to develop decisiveness, moral courage, initiative, and daring that can be translated into a warfighting environment, while simultaneously ensuring that the moral, legal, and prudentia requirements to ensure force protection are not neglected.

1.56 **Flexibility and Adaptability.** Mission command must remain dynamic and agile. It should be applied flexibly, reflecting the understanding that doctrine itself is not immutable, and should be adapted for a particular campaign, operation, or situation. A commander's style of command must reflect the situation, including the capability and understanding of subordinate commanders. The characteristics of persuasion, communication, loyalty, and leadership by example combine to create an individual command style, but the proportion of each must be tempered to suit the situation. In exceptional circumstances, there will be fleeting opportunities when commanders may have

to skip an echelon and reach down at least one level of command. This was demonstrated by Napoleon, Rommel, and Patton, commanders who intervened at decisive points to bring about startling tactical successes. Endorsement of such action by a commander should not be seen as an encouragement of micro-management. It is a technique that should be applied sparingly, based on higher strategic knowledge, to turn the tide in a wavering operation or to seize the initiative where none was previously seen to exist.

1.57 **Delegation.** The NZDF's mission command philosophy is realised in the commander's confidence in delegating responsibility to subordinates, and the professional discharge of those responsibilities of command by subordinates. This is of particular importance when responding to fleeting windows of opportunity during the conduct of operations, and in contingencies where no specific direction has been given to the subordinate.

## Levels of Command

1.58 The Chief of Defence Force (CDF) commands the NZDF. Service Chiefs exercise Service command of their respective single-Services for aspects, except where personnel or force elements are assigned to a joint force that is commanded by a designated joint commander. CDF's command includes, in accordance with government direction, authority to directly conduct operations.

1.59 In practice, the Commander Joint Forces New Zealand (COMJFNZ) will almost always exercise command of operations on behalf of CDF.

## Strategic Level

1.60 The strategic level of command comprises the national strategic and military strategic levels.

- **National Strategic Level.** The national strategic level is concerned with the broad political dimension of national activities, both domestically and internationally, and is the exclusive province of Government. National strategy is the collective responsibility of the Prime Minister and the Cabinet, which is advised by a variety of departments and agencies, provides national strategic objectives

and overall direction to government agencies. National government, military, and industrial resources are mobilised at this level.

- **Military Strategic Level.** The military strategic level plans and directs military campaigns and operations to meet national strategic objectives. Military strategy is developed by HQNZDF and MoD.

## Key Terms

### National Strategic Level

The national strategic level refers to the political dimension of conflict at the macro level, both domestically and internationally, and the mobilisation of national military and non-military resources to meet the Government's national strategic aim.

### National Strategic Aim

The national strategic aim is the Government's declared purpose in a situation. It is normally expressed in terms of a future desired outcome.

### Strategic Objectives

A strategic objective is a goal to be achieved by one or more instruments of national power in order to meet the national strategic aim.

### Military Strategic Level

The military strategic level is responsible for the military aspects of planning. This level includes the setting of the military end-state and the broad military approach to its achievement in order to support the national strategic aim.

## Operational Level

1.61 The operational level of command is the primary responsibility of COMJFNZ, supported by HQJFNZ. In undertaking this responsibility, COMJFNZ and HQJFNZ are supported by the Commander Logistics (COMLOG) and Defence Logistics Command (DLC). This level of command plans, synchronises, and conducts campaigns and operations to achieve strategic objectives. The operational level provides direction and resources to force elements



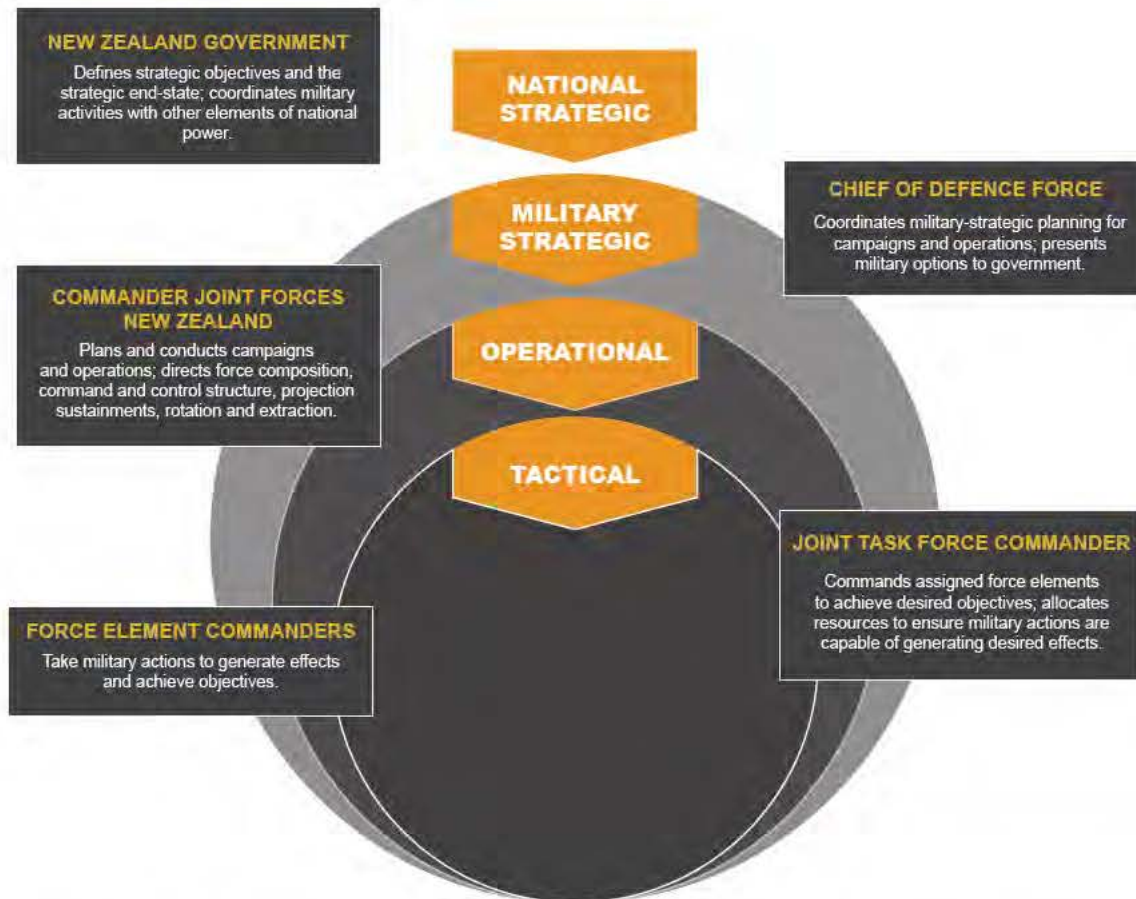


Figure 1-6: The strategic, operational, and tactical levels and corresponding command arrangements.

taking military action, thus acting as the interface between the strategic and tactical levels of command. The focus of command at this level is on forming joint forces, deploying them into areas of operations, monitoring and controlling operations, and sustaining them logistically.

### Tactical Level

1.62 The tactical level of command plans and conducts military tasks and actions to achieve operational objectives. Tactical military action integrates and applies ethical and essential force to bring about desired tactical-level effects. Joint operations at this level are normally conducted by one or more joint task forces (JTF), each comprising an appropriate mix of capabilities. Most force elements conduct operations at the tactical level. The Deputy Joint Interagency Task Force (DJATF) HQ is the NZDF's current standing JTF HQ.

### Overlapping Levels of Command

1.63 The matching of command authorities to each of the levels of command is not straightforward due to the overlap of responsibilities between levels. The levels of command reflect the distribution of responsibilities for planning and directing resources for campaigns, operations, combined and joint exercises, and other activities as directed by CDF. Although the levels of command were developed with warfighting in mind, they apply to all NZDF operations and activities.

1.64 When applying military power in pursuit of national security objectives, appropriate control of that power is essential to ensure military activity is consistent with government policy. The NZDF command structure must therefore:

- satisfy the Government's appropriate and growing interest in tactical activities with potentially strategic level implications

- provide for lawful delegation of authority
- facilitate the efficient and effective employment of capabilities and resources
- allow commanders at all levels to achieve their mission through initiative and the application of operational art and design
- be adaptable to any military activity or operation the NZDF may be required to execute
- take into account the potential effects of technology
- inspire confidence in members of the NZDF and the wider community
- be effective and add value in a J M environment.

1.65 Planning at the strategic, operational, and tactical levels is closely linked and interdependent. There is no clear line between the levels. They invariably overlap and distinctions between them will rarely be precise. In some operations, and during the management of complex situations, action taken at the lowest tactical level may need to be especially responsive to strategic decision-making. The need for this responsiveness is due to the current operating environment, where an increasing number of military actions are capable of generating both desirable and undesirable strategic outcomes. In these situations, control mechanisms must be established enabling tactical elements to be especially responsive to strategic decision-making.

1.66 The NZDF should be equipped to rapidly pass accurate information and advice from the tactical to the strategic level. There are two primary reasons for this. The first is that it enables political and military leaders at the strategic level to remain confident that subordinate commanders understand strategic objectives and the effects the Government requires from military action. This confidence is a prerequisite for effective delegation of authority through mission command. The second reason for a streamlined passage of information between all levels of command is political and cultural, so the government stays informed of events before the media. However, this is not always possible. The ability of technologically capable 'embedded journalists' to provide a most instantaneous battlefield detail to their news services using portable satellite equipment was clearly demonstrated in the Iraq campaign

of 2003. While the exact facts and detail of an incident may initially be unclear, the fact that something has occurred must be passed to the strategic level from the tactical level at a speed comparable to that achieved by the media.

1.67 While COMJFNZ is still the main provider of information upwards to the strategic level, the traditional military channeling of information progressively upwards through myriad of layers of intermediate headquarters is becoming increasingly complex. A networked approach, facilitated by modern technology, enables information to be rapidly passed to the strategic level in parallel with intermediate headquarters, which may offer comment when necessary.

### The Command Dilemma

1.68 While the overlap of levels of command may be inevitable and unavoidable, it has the potential to undermine the C2 structure and the philosophy of mission command. This is the so-called command dilemma.

1.69 The command dilemma can be managed if the overlap is anticipated and considered during planning. The two interconnected challenges are:

- the risk of senior commanders' micro-managing operations at lower levels
- over-reliance on communications, which has the effect of undermining the longer-term ability, or indeed willingness, of subordinates to take the initiative.

1.70 The best response to these challenges is to strike a balance, allowing the initiative to be taken by subordinates, but with superior commanders providing on strategic outcomes, achieving the right balance is not always easy. Nevertheless, a balanced C2 approach is a fundamentally important skill for commanders to develop. The key to this is mutual trust and confidence amongst commanders, one of the prerequisites of mission command.

CHAPTER 2:

# THE NEW ZEALAND DEFENCE FORCE COMMAND STRUCTURE



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## Introduction

2.01 The Defence Act, 1990 provides the necessary statutory authority for the Crown to raise and maintain armed forces in New Zealand and sets out the purposes for which those forces may be raised and maintained.

2.02 The Defence Act contains specific provisions relating to the command of the armed forces and employment of members of the civil staff. The Defence Act defines the roles and relationships of the Minister of Defence, the Secretary of Defence, and the Chief of Defence Force (CDF). It also defines the relationship between CDF, the Chiefs of the three Services, as well as the relationship between CDF and the commander of a joint force. The Defence Act provides the necessary statutory authority for the Crown to raise and maintain armed forces in New Zealand and sets out the purposes for which those forces may be raised and maintained.

2.03 This chapter outlines the legal basis of command in the armed forces and the national governance structure for the New Zealand Defence Force (NZDF). Understanding this structure will help the reader to understand the command authorities and arrangements discussed in this publication.

## Command at the National Strategic Level

### National Defence and the New Zealand Government

2.04 New Zealand is both a democracy and a constitutional monarchy. As such, His Majesty the King, as head of state, acts through his representative, the Governor-General, on the advice of the democratically elected government.<sup>2</sup> In the New Zealand system of government, national defence is the constitutional responsibility of the Government. The NZDF is accountable to the Government, which, in turn, is accountable to the people of New Zealand through Parliament.

2.05 The New Zealand Government has constitutional responsibility for national defence. The Minister of Defence has general political and legal responsibility for the defence of New Zealand. CDF is accountable to the Minister of Defence who, as part of Government, is accountable to Parliament, which in turn is accountable to the people of New Zealand. However, control of the NZDF at the national-strategic level – including decisions on deployment, disposition, and armament – is, subject to the law of New Zealand and international law, the exclusive province of the government of the day.

### The Legal Basis of Command in the New Zealand Defence Force

2.06 The Defence Act is the prime legislation for the establishment, control, and activities of the NZDF and related matters. The legal basis of command in the NZDF is primarily statutory. The power of members of the armed forces to exercise command is defined and constrained by New Zealand law, including the Defence Act, Armed Forces Discipline Act 1971, and by either Defence Force Orders (DFO) or Defence Force Instructions (DFI). The exercise of command must also comply with international law, including the law of armed conflict. The relative ranks of members of the armed forces, and their relationships to each other, are prescribed in the Relative Ranks Order. To the extent that they have not been abridged by the Defence Act, there are a few matters relating to command which are derived from Royal Prerogative and the customs of the respective Services.

2.07 The Defence Act reaffirms the historical prerogative of the Crown to raise, train, and maintain armed forces, whilst recognising Ministerial authority over the NZDF. As the Commander-in-Chief of New Zealand, the Governor-General has an unspecified constitutional authority on defence matters in New Zealand, although the Governor-General's powers are exercised only on the advice of the Minister of Defence and other Ministers of the Crown. The office of Commander-in-Chief of New Zealand is of constitutional importance only and imports no power to exercise actual command over the armed forces. Real powers of command are exercised in accordance with the Defence Act by officers appointed for the purpose. The Governor-General is entitled, however, to certain dignities and performs certain functions,

<sup>2</sup> Only in an extraordinary case, such as the total incapacitation of Government, would the Governor-General be able to exercise what are known as reserve power and act in the absence of ministerial advice.



Figure 2-1: In the New Zealand system of government, national defence is the constitutional responsibility of the Government.

for example, in relation to the resolution of complaints.

2.08 While the Defence Act empowers the Governor-General to raise and maintain New Zealand's armed forces, it recognises that the government of the day has statutory responsibility to determine defence policy and to oversee the implementation of that policy through the Defence Force. The power of control over the armed forces is vested in the Minister of Defence, who is bound by the Cabinet convention of collective responsibility.<sup>9</sup> In practical terms, the Government's requirement to obtain Parliamentary appropriations for NZDF capital and operating expenditure budgets reinforces civil power over the armed forces.

<sup>9</sup> Cabinet collective responsibility is constitutional convention in governments using the Westminster system, whereby members of the Cabinet must publicly support all governmental decisions made in Cabinet, even if they do not privately agree with them.

2.09 The Defence Act provides that CDF and other persons authorised by CDF may issue DFOs and DFSs. As these orders are a form of delegated legislation authorised by Parliament, they prevail over all other orders. Other ordinary instances of command are also statutorily based, arising from the rank and appointment of the person giving them and in accordance with DFOs and DFSs that set out the powers of such officers and non-commissioned officers. Decisions as to the disposition and armament of the armed forces as well as decisions relating to the conduct of operations retain an element of prerogative power.

2.10 **Key Command and Control Roles.** The Defence Act defines the roles and relationships of the Minister of Defence, CDF, and the Secretary of Defence. It also establishes the relationship of CDF and the Chiefs of Service and provides for CDF to create and command joint forces.

## National Governance Structure for the New Zealand Defence Force

2.11 The Defence Act defines the respective roles of the Minister of Defence, CDF, and the Secretary of Defence, as well as the relationships between them. The responsibilities of the Secretary of Defence and the CDF provide the basis of the Ministry of Defence (MoD) and the NZDF's organisational functions and structures.

2.12 The Secretary of Defence is responsible for:

- advising, in consultation with CDF, on the formation of Defence policy
- defining and advising on the selection of Defence assets to be procured
- procuring major equipment
- auditing and assessing NZDF and MoD functions, duties, and projects.

### Key Term

#### Governance

Corporate governance is the process and structures for overseeing the strategic direction and management so that the department carries out its mandate and objectives effectively.

2.13 The Defence Act sets out the purposes of the NZDF, which are:

- the defence of New Zealand, and of any area of which New Zealand is responsible under any Act
- the protection of the interests of New Zealand, whether in New Zealand or elsewhere
- the contribution of forces under collective security treaties, agreements, or arrangements
- the contribution of forces to, or for any of the purposes of, the United Nations (UN), or in association with other organisations or states, and in accordance with the principles of the Charter of the UN
- the provision of assistance to the civil power either in New

Zealand or elsewhere in time of emergency

- the provision of any public service.

2.14 The government of the day sets out its requirements of the NZDF within these purposes.<sup>4</sup>

2.15 Notwithstanding the separation of the NZDF and MoD, the Defence Act requires a close relationship between both entities in order to produce effective defence outcomes. The contribution of each is enhanced by the close collaboration that draws on both military and civilian advice and insights.

2.16 Accordingly, a notional Office of the Chief Executives and a Strategic Coordinating Group jointly headed by the deputies of the MoD and the NZDF provides coordination between the two organisations. One of the outcomes of this arrangement is that all defence Cabinet papers must be co-signed by CDF and the Secretary of Defence before submission to Cabinet.

## Command at the Military Strategic Level

2.17 The command terms of reference for senior commanders in the NZDF are contained in DF -0.1 *Chief of Defence Force Terms of Reference*. These instructions articulate the roles, accountabilities and delegation of authority, functions, duties and powers<sup>5</sup> directed by CDF for the effective command and administration of the NZDF and to ensure that the Defence Force meets its obligations to the Government.

### The Chief of Defence Force

2.18 The Governor-General in Council appoints CDF.<sup>6</sup>

<sup>4</sup> The New Zealand Defence Force's mission is to secure New Zealand against external threat, to protect our sovereign interests, including in the Exclusive Economic Zone, and to be able to take action to meet likely contingencies in our strategic area of interest.

<sup>5</sup> Section 30(2) of the Defence Act.

<sup>6</sup> The term 'in council' refers to the formal process of consultation through which the Executive Council, the highest instrument of New Zealand Government, formally gives advice to the Governor-General as he/she exercises the powers and functions of office. In the military context, the appointment of the Chief of Defence Force 'in council' is codified in the 1990 Defence Act, s 8.

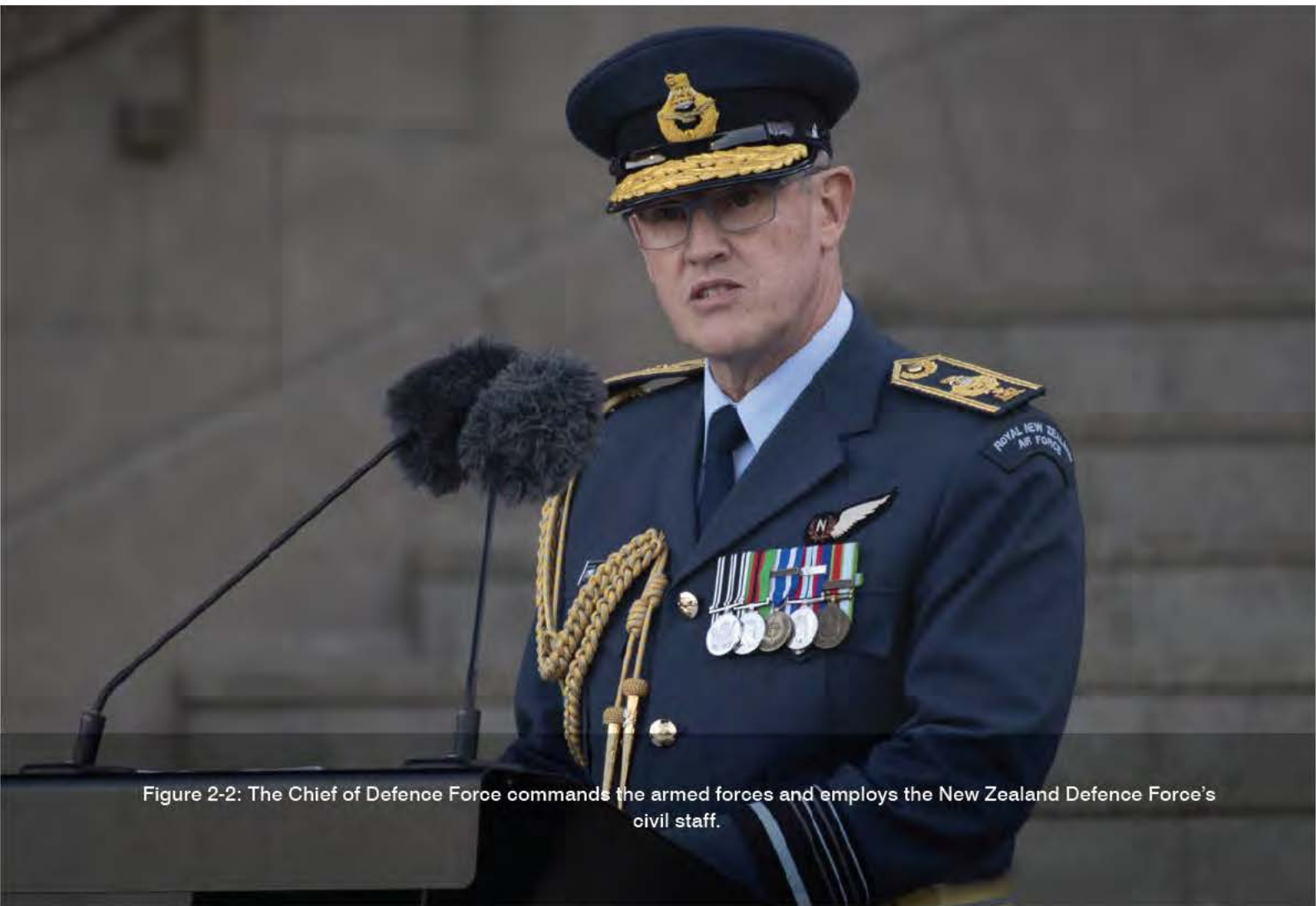


Figure 2-2: The Chief of Defence Force commands the armed forces and employs the New Zealand Defence Force's civil staff.

CDF commands the armed forces and employs the NZDF's civil staff. Further elaboration of CDF's command authority is found at Chapter 3: *Command and Administrative Authorities*, in the discussion on NZDF command authorities.

2.19 Under Section 8 of the Defence Act, CDF commands the Armed Forces. CDF also directly commands any joint force through the Commander Joint Forces New Zealand (COMJFNZ).

2.20 In addition to commanding the Armed Forces, CDF has the following roles and functions.

- Principal military adviser to the Minister of Defence and to other Ministers.
- Responsible to the Minister of Defence for carrying out the functions and duties of the NZDF (including those imposed by any enactment or by the policies of the

government).

- In the military context, the appointment of CDF in council is codified in the Defence Act, Section 8.
- Responsible to the Minister of Defence for the NZDF's general conduct.
- Responsible to the Minister of Defence for the NZDF's efficient, effective, and economic management.

### The Vice Chief of Defence Force

2.21 The Vice Chief of Defence Force (VCDF) is CDF's deputy and focuses on developing future force strategy, providing strategic military intelligence, and managing strategic military and a-of-government relationships. The position of VCDF is not created by the Defence Act 1990: it is created by CDF through Defence Force Orders. VCDF also



## Chapter 2

has such functions, duties, and powers as delegated by CDF under section 30 of the Defence Act.

### The Chief of Joint Defence Services

2.22 The position of Chief of Joint Defence Services (CJDS) is responsible for pan-NZDF military enabling functions such as communication and information systems and logistics. The position is not laid out in the Defence Act. CJDS can be either a member of the Armed Forces or a civilian. If CJDS is a civilian, they are not a commander in the NZDF nor do they exercise command. Instead as a civilian manager CJDS exercises the normal authority that is inherent in that position.

### The Chief People Officer

2.23 The Chief People Officer (CPO) is responsible for all the functions that enable the NZDF to manage its people as a key strategic resource. The CPO can be either a military commander or a civilian manager. If the CPO is a civilian then they are a senior civilian employee of the NZDF and they do not exercise command. Instead the CPO exercises the normal authority that is inherent in that position.

### The Chief Financial Officer

2.24 The Chief Financial Officer (CFO) is CDF's principal financial advisor and is responsible for all financial matters. The CFO has a wide portfolio that covers both financial and commercial functions. Property is part of this portfolio. The CFO is a senior civilian employee of the NZDF. The CFO, as a civilian, is not a commander in the NZDF and does not exercise command. Instead as a civilian manager the CFO exercises the normal authority that is inherent in that position.

### The Chief Defence Strategy Management

2.25 The Chief Defence Strategy Management (CDSM) is responsible for the development of pan-NZDF future force exploration, organisational strategy, planning, and performance reporting activities. CDSM is also responsible for the NZDF's governance.

### The Chief Defence Intelligence

2.26 The Chief of Defence Intelligence (CDI) is responsible for the Defence Intelligence function. This responsibility includes both national and international strategic military intelligence partnerships. The CDI reports to VCDF.

### Management of the New Zealand Defence Force

2.27 One of CDF's responsibilities to the Minister of Defence is for the efficient, effective, and economical management of the NZDF. In this role CDF is no different to other chief executives of large complex public service organisations. To achieve this requirement the NZDF has adopted an operating model that comprises three core elements that are supported by two other components.<sup>7</sup> The NZDF operating model is a representation of the current way that the NZDF delivers military activities and outputs. The core of the operating model is a value chain linking military forces with the delivery of military effects during the conduct of operations. The three core elements are:

- **Force Generation.** Navy, Army, and Air Force are force contributors responsible for developing and generating force elements which combine into task forces. These are available for deployment in operating domains which are the environments that frame military activities.
- **Force Integration.** Commander Joint Forces New Zealand is responsible for force integration. Force integration comprises two parts.
  - **Force Preparation.** Force preparation is the process of planning and concentrating generated force elements
  - **Force Operation.** Force operation comprises deploying and sustaining force elements or task forces on operations.
- **Effects.** This represents military effects to be generated by the military forces.

2.28 The two supporting components are:

<sup>7</sup> An operating model is an abstract representation of how an organisation operates in order to accomplish its function.



Figure 2-3: The Service Chiefs command their respective Services under the Chief of Defence Force.

- **Defence Leadership.** This component represents the command of the NZDF and provides advice and oversight of Defence services for the Government. The relationship with the Ministry of Defence is an important aspect of Defence Leadership.
- **Enabling Functions.** The enabling functions provides the business and integrated support required by the other components of the operating mode. Some enabling functions also directly deliver effects.

### Command Authority of the Service Chiefs

2.29 CDF commands the NZDF. The Chiefs of Service are appointed by the Governor-General in Council after consultation with the Minister of Defence. They command their Services under CDF, pursuant to the Defence Act. They have the right of direct access to the Minister of Defence.

2.30 CDF's Terms of reference for the Chief of Navy (CN), the Chief of Army (CA), the Chief of Air Force (CAF) and COMJFNZ outlines the primary command functions of NZDF Service Chiefs. These relate to raising, training, and maintaining their respective Services, and providing force elements to COMJFNZ for use on Output Classes 4 and 5 operations and agreed joint and combined activities.<sup>8</sup>

2.31 The Service chiefs have advisory responsibilities to CDF as a function of their command authority.

2.32 **The Chief of Navy.** In accordance with Section 28(2) of the Defence Act, the CN commands the Navy under CDF. This encompasses raising, training, and maintaining

<sup>8</sup> Output Class 4 – operations to protect New Zealand's sovereignty and Output Class 5 – operations that provide New Zealand's security overseas.

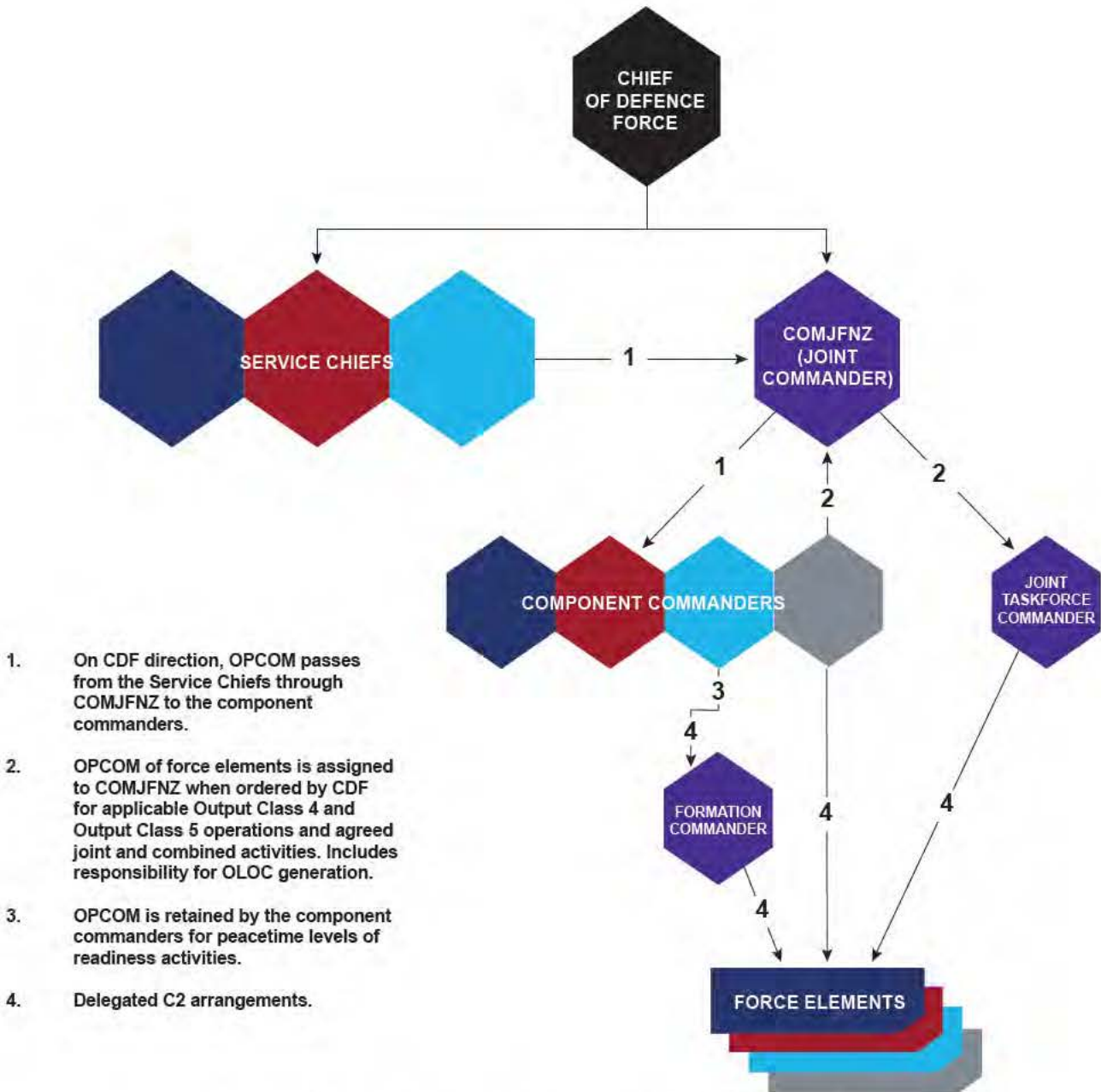


Figure 2-4: Operational command in the New Zealand Defence Force.

Royal New Zealand Army and Navy (RNZN) force elements to meet present and future NZDF operational requirements. In addition to commanding the RNZN, the CA has the following primary responsibilities:

- provide advice to CDF, on matters relating to the RNZN
- the implementation of policies, plans, and programmes prescribed or approved in accordance with this Act in relation to the RNZN
- the management of the RNZN and its contribution to the performance of the NZDF including its future capabilities

and sustainability.

2.33 **The Chief of Army.** In accordance with Section 28(3) of the Defence Act, the CA commands the Army under CDF. This encompasses raising, training, and maintaining New Zealand Army (NZ Army) force elements to meet present and future NZDF operational requirements. In addition to commanding the NZ Army, the CA has the following primary responsibilities:

- provide advice to CDF on matters relating to the NZ Army

- the implementation of policies, plans, and programmes prescribed or approved in accordance with this Act in relation to the NZ Army
- the management of the NZ Army and its contribution to the performance of the NZDF, including its future capabilities and sustainability.

2.34 **The Chief of Air Force.** In accordance with Section 28(4) of the Defence Act, the CAF commands the Air Force under CDF. This encompasses raising, training, and maintaining Royal New Zealand Air Force (RNZAF) force elements to meet present and future NZDF operational requirements. In addition to commanding the RNZAF, the CAF has the following primary responsibilities:

- provide advice to CDF on matters relating to the RNZAF
- the implementation of policies, plans, and programmes prescribed or approved in accordance with this Act in relation to the RNZAF
- the management of the RNZAF and its contribution to the performance of the NZDF, including its capabilities and sustainability.

## Leadership and Governance

2.35 Governance of the NZDF is supported by a number of boards and committees within a tiered structure.

2.36 The Tier One governance activities are delivered through a number of strategic-level bodies providing decision making forums and the provision of advice and assurance. The Executive Committee (EXCO) is chaired by the CDF and is the highest decision-making body within the NZDF. EXCO provides executive-level governance, sets the strategic direction, provides investment governance, prioritises change initiatives, governs the portfolios and sets policy. CDF is supported by three other committees as follows:

- The NZDF Advisory Board provides strategic advice to CDF on specific issues. Chaired by an independent external member, the Advisory Board includes the key leadership of the NZDF as well as number of independent external members including the Secretary of Defence. The Board helps ensure the long term success of the NZDF and provides oversight of performance against

plans and key business risks. This Board does not have a decision-making mandate.

- The Risk and Assurance Committee provides advice on risk management frameworks, and assurance functions such as internal control mechanisms, internal audit functions, and policies and processes, to ensure compliance with legislative requirements and Central Agencies policies. It has an external Chairperson who also sits on the NZDF Advisory Board.
- The Executive Health and Safety Committee provides assurance that health, safety and wellbeing matters are well managed including, but not limited to, the due diligence obligations as set out in section 44(4) of the Health and Safety at Work Act 2015.
- EXCO is also supported by other tier 2 committees which govern Outputs, Organisational Management, Estate, and Information and Communications Technology (ICT).

2.37 The NZDF also has a number of other governance bodies providing assurance to senior decision-makers and the government. This includes those which are responsible for ensuring that projects and programmes deliver expected outcomes and benefits. The capability management system is governed in partnership with the Ministry of Defence.

## Command at the Operational Level

### Command Authority of Commander Joint Forces New Zealand

2.38 A permanent NZDF Joint Force Headquarters was established in July 2001. COMJFNZ was appointed to command, in defined circumstances, force elements drawn from all three Services. COMJFNZ commands Headquarters Joint Forces New Zealand (HQJFNZ), including maintenance of its 'good order and military discipline' under CDF. Additional functions of COMJFNZ's command authority are outlined in DF 0.1 *Chief of Defence Force Terms of Reference*.

2.39 COMJFNZ is further responsible to CDF for the operational command (OPCOM) of assigned NZDF force elements deployed on applicable Output Classes 4 and 5 operations, and for mutually agreed joint and combined

## Chapter 2

activities, exercises, and training. This includes individual personnel, component elements, part-force elements, and major contingents and forces.

2.40 For applicable Output C assets 4 and 5 operational tasks and for mutually agreed joint and combined activities, exercises, and training, COMJFNZ exercises OPCOM of NZDF force elements. COMJFNZ may delegate appropriate C2 of these resources to the deployed commanders. Accordingly, for deployed NZDF force elements, COMJFNZ usually fulfils the function of the Joint Commander.<sup>9</sup> Chapter 5: *Command Arrangements on Operations* elaborates further on the command arrangements for deployed NZDF force elements.

### Command Authority of the Commander Logistics

2.41 The DLC was established in 2010 as a joint force, pursuant to Section 12 of the Defence Act. The COMLOG is accountable to CDF through the CJDS for the efficient and effective delivery of NZDF logistics activities.

2.42 As the Strategic J4, COMLOG is the senior military officer accountable for the management of support to the operational delivery of joint logistics capability. COMLOG is to shape and continually improve the delivery of logistic capability through:

- undertaking medium to long term logistic planning at the strategic level
- the application and use of business intelligence, analytics and technology
- providing integrated logistic support advice to Capability Branch, the Capability Governance Board, and Capability Working Groups
- strategic relationship management of logistics contracts
- the oversight and technical control of overseas

<sup>9</sup> The joint commander, appointed by the Chief of Defence Force, exercises the highest level of operational command of NZDF force elements. The joint commander is assigned with specific responsibility for deployments, sustainment, and recovery in the NZDF; this function is normally fulfilled by Commander Joint Forces New Zealand.

procurement offices

- sponsorship of logistic information systems development
- co-ordination of international logistics support capabilities and agreements
- development of logistics policy, strategy, and doctrine.

2.43 As the commander of head of DLC, COMLOG is also accountable to the Service chiefs and COMJFNZ, through CJDS, for the provision of operational level support to force elements and operational commanders, tactical logistics supplementation, and for the provision of garrison and shared services support to all NZDF camps and bases. For more information on COMLOG's responsibilities see NZDDP-4.0 *Defence Logistics* (2<sup>nd</sup> Edition).

### Command Authority of the Component Commanders

2.44 The four component commanders – maritime, and, air, and special operations – play a pivotal role in achieving operational jointness. They need to balance the demands of their respective Service Chiefs to meet the key goals of output generation and to raise, train, and maintain their force elements. While at the same time ensuring that the COMJFNZ is supported by ensuring that forces are available at directed states of readiness for Output 4.1, 4.2, and 4.3 and Output 5 operations and tasks.

2.45 The component commanders retain OPCOM for generating assigned force elements to the required peacetime level of readiness (Output C assets 1-3) on behalf of the single-Service chiefs who retain accountability for raising, training, and sustaining their forces.

2.46 When operations are ordered against applicable Output C assets 4 and 5 or mutually agreed joint/combined activities and training, OPCOM of the designated force elements is formally assigned to COMJFNZ by CDF or a Service Chief. In turn, COMJFNZ may choose to command the operation directly, or delegate OPCOM or OPCON of the assigned force elements to one of the component commanders or to the Deployable Joint Integrated Task Force Commander as the Joint Task Force Commander (JTF

Comd).<sup>10</sup> When OPCOM is assigned to COMJFNZ in such situations, this includes responsibility for the operational level of capability (OLOC) generation.

2.47 The exception to this command arrangement occurs when the operations ordered fall under the category of counter-terrorist (CT) operations. In this case the full command of any special operations forces reverts to CDF. CDF then assigns the special operations forces OPCOM to the Special Operations Component Commander (SOCC) who is responsible to CDF for the planning and conduct of the operation. The command and control of Special Operations Forces is explained further in NZDDP-3.12 *New Zealand Special Operations*.

2.48 Except for the command exercised by the component commanders, HQJFNZ is not structured, nor does it operate, on a component basis. As far as higher command (HQNZDF) and subordinate formations/units are concerned, there is only one headquarters and it is a joint, integrated one.

2.49 The command authority of the component commanders is illustrated in Figure 2-4.

## Command at the Tactical Level

2.50 At the tactical level, forces meet the adversary, placing pressures and command responsibilities on the tactical commander different to those experienced by strategic- and operational-level commanders. Tactical military action integrates and applies fighting power to achieve decisive and enabling effects to achieve operational objectives. Most NZDF force elements conduct operations at the tactical level.

2.51 A JTF Comd is designated by CDF or COMJFNZ for a specified operation or activity, and is responsible for the conduct of operations as directed. Joint Task Force (JTF) subordinate commanders, who may command force element groups, formations, and units, are appointed by their

respective Service chiefs. These subordinate commanders are responsible for commanding their units in accordance with joint and single-Service doctrine, whilst achieving the JTF Comd's joint objectives.

2.52 C2 at the tactical level, including JTF Comd responsibilities, is detailed in Annex A.

## Other Command and Control Relationships

2.53 There are other C2 relationships employed within the NZDF. They operate at either the joint tactical or single-Service levels to meet the detailed needs of specific events, plans, or missions. These relationships are detailed in the relevant joint or single-Service doctrine publications. These publications should be referred to for the C2 within that specialist area. Examples of these relationships include the C2 for amphibious operations and that used in the employment of Special Forces both domestically and internationally.

2.54 There are a range of other single-Service relationships and commonly used terms that impact on C2; however, their definitions and details are outside the scope of this publication and single-Service sources provide sufficient guidance on their correct employment.

<sup>10</sup> The joint task force commander is the operational — and probably deployed — commander of a nominated joint force, normally exercising this authority under operational control.

## ANNEX A: JOINT TASK FORCE COMMAND AND CONTROL

### Composition of a Joint Task Force

2.55 The composition of a Joint Task Force (JTF) is largely determined by the mission and situation and is outlined in the Defence Force Order (DFO) establishing the force. This order also details the broad command and control (C2) arrangements for the operation and assigned force elements.

2.56 A JTF is established when a mission requires two or more Services operating together on a significant scale and requiring close integration of effort. A JTF could also be required to coordinate joint force activities within a subordinate area such as local defence. A JTF may also be required to effectively liaise and coordinate the activities of one or more Services in conjunction with a government agency or non-government organisation. The JTF is dissolved once the mission and end-state have been achieved.

2.57 JTFs have a functional or task focus, which their composition will reflect – from small and specialised to large, perhaps comprising a significant portion of the NZDF. The choice of force composition and command arrangements depends on the nature of the activity. CDF or COMJFNZ can command the JTF in two ways:

- directly (through headquarters Joint Forces New Zealand (HQJFNZ))
- through a joint task force commander (JTF Comd).

2.58 JTFs may have subordinate structures such as single-Service tactical organisations (brigades/battalions or naval task groups), joint forces assembled into environmental or functional components, or one or more subordinate JTFs. A mixture of these structures can also be used. Major JTF Comds will plan and conduct assigned operations and phases of campaigns, often supported by other component

commanders. Minor JTF Comds will be assigned staff and forces commensurate with the assigned task, operation, or activity.

2.59 The authority establishing a JTF appoints the JTF Comd and assigns the mission and forces. The JTF Comd is responsible for making recommendations to the establishing commander on the proper employment of assigned forces to achieve assigned missions. See Chapter 3: *Forming the Force and Preparations*, NZDDP-3.0 *Campaigns and Operations* (3<sup>rd</sup> Edition) for more information on JTFs and JTF headquarters.

2.60 The responsibilities of a JTF Comd include:

- exercising C2 over assigned and attached forces
- developing a detailed plan for approval by the establishing authority
- requesting rules of engagement needed to accomplish the assigned mission
- notifying the establishing authority when prepared to assume responsibility for the assigned joint force area of operations or area of responsibility
- ensuring that cross-Service support is provided and that the JTF operates as an effective, mutually supporting team
- using assigned forces to best perform the mission
- providing guidance to subordinate forces for the planning and conduct of operations
- monitoring the operational situation and keeping the superior commander informed
- coordinating with other forces and agencies not assigned or attached, including friendly forces and governments, as appropriate
- establishing, if necessary, a coordinating procedure for specific functions or activities among assigned, attached, and supporting forces
- establishing the succession of command within the JTF
- allocating to subordinate commanders, as necessary, those tasks needed to accomplish the plan.

## **Responsibilities of the Joint Task Force Component Commanders.**

2.61 The responsibilities of a JTF component commander include:

- exercising C2 of assigned and attached forces and control over supporting forces, as authorised by the JTF Comd
- coordinating with commanders of other JTF components to ensure the effective and efficient conduct of operations, as directed by the JTF Comd
- planning and conducting operations in accordance with JTF Comd guidance and detailed plans
- monitoring the operational situation and, as required, passing information to the JTF Comd
- ensuring administrative and logistic support for the force, as required by Service regulations or by the JTF Comd
- providing liaison personnel to the JTF Comd, other component commanders, and supporting commanders as necessary or as directed by the JTF Comd.



CHAPTER 3:

# COMMAND AND ADMINISTRATIVE AUTHORITIES





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## Introduction

3.01 This chapter outlines the various command and administrative authorities used in the New Zealand Defence Force (NZDF). It defines and explains each authority, and seeks to relate them to the NZDF context where applicable. This chapter draws upon Australian Defence Force (ADF) and North Atlantic Treaty Organisation (NATO) definitions of the various command authorities in the interests of interoperability, although differences are noted.

3.02 Annex A to this chapter summarises the degrees of authority associated with the respective NZDF command authorities. As noted, the authorities that define command relationships vary between nations. Accordingly, Annex B lists the command authorities used by the United Nations (UN), whilst Annex C looks at equivalent United States and NATO authorities.

## Command Authorities

### Full Command

3.03 Full command covers every aspect of military operations and administration and exists only within a national force. No international commander can exercise full command over assigned NZDF force elements. Full command entails also operational and administrative authority and responsibility.

3.04 By virtue of Section 8 of the Defence Act, the Chief of Defence Force (CDF) commands the NZDF through the Service chiefs, who in turn exercise full command of their respective Services. How CDF exercises command over the NZDF is specified in CDF Command Directive, and is outlined in Chapter 2: *The New Zealand Defence Force Command Structure*.

### Service Command

3.05 Service Command is defined as the enduring authority of Service Chiefs to command their services. Service Command gives Service Chiefs authority to raise, train and sustain the force elements of their Service for

operations, and for advising CDF on matters relating to command of force elements within their Service. A Service Chief remains responsible, at all times, for Service-specific command aspects of military personnel working within other Services or Portfolios plus they are responsible for Service-specific command aspects including career management and single-Service personnel policy, but do not have the authority to conduct operations.

## Key Terms

### Full Command

The military authority and responsibility of a commander to issue orders to subordinates. It covers every aspect of military operations and administration and exists only within national Services.

### Service Command

The enduring authority of Service Chiefs to command their services. Service Command gives Service Chiefs authority to raise, train and sustain the force elements of their Service for operations, and for advising CDF on matters relating to command of force elements within their Service.

### National Command

3.06 National command is a command authority conferred upon a national appointee to safeguard New Zealand and national interests in multinational (combined or coalition) operations. National command helps maintain New Zealand and oversight of deployed force elements and includes the following functions.

- Liaison between the multinational commander and the New Zealand chain of command over changes to operational authority, or the proposed use of NZDF force elements outside the degree of operational authority specified by the Commander Joint Forces New Zealand (COMJFNZ).
- Maintaining access for deployed NZDF personnel to New Zealand and military representatives on national matters involving the employment, administration, and conditions of service peculiar to the NZDF.

- Ensuring that deployed NZDF force elements are used in a manner consistent with New Zealand Government directions.

3.07 **Senior National Officer.** National command over NZDF force elements will always be exercised by CDF, typically through COMJFNZ, to a deployed senior national officer (SNO). The SNO represents New Zealand's national interests on operations and, through COMJFNZ, advises CDF on matters pertaining to deployed NZDF force elements.

3.08 The functioning of national command is outlined in a SNO Command Directive issued to the individual(s) in question. Usually issued by COMJFNZ, a SNO Command Directive outlines operation-specific responsibilities relevant to the national oversight of deployed NZDF force elements. This includes various administrative responsibilities relating to the conduct, efficiency, and discipline of deployed NZDF force elements. Moreover, a SNO Command Directive obligates the SNO to advise COMJFNZ when NZDF force elements are at risk of being used in a manner inconsistent with New Zealand Government directions (sometimes

## Real-Life Example

### The Responsibilities of a Senior National Officer: OP FARAD, Sinai

New Zealand has contributed to the Multinational Force and Observers (MFO) since the organisation's inception in 1981. The NZDF contingent in-theatre includes a SNO and the following paragraphs outline the division of command and control authority and the major responsibilities of a previous OP FARAD SNO.

NZDF personnel posted to or serving with OP FARAD remain under the full command of CDF, OPCOM of COMJFNZ, and OPCON of Force Commander MFO as conveyed to them by the New Zealand SNO. Force Commander MFO has the authority to assign missions or tasks to NZDF personnel, deploy personnel within the MFO area of operations, and retain or delegate OPCON and/or tactical control (TACON) to subordinates as necessary.

Some of the major responsibilities of the SNO are to:

- represent NZDF operational interests in the Sinai
- maintain an overview of the operational employment of NZDF personnel
- ensure that all NZDF personnel observe lawful orders or instructions issued by Force Commander MFO in the exercise of agreed roles and tasks
- ensure that all NZDF personnel conform to any conditions imposed by the New Zealand Government in terms of New Zealand's contribution
- consult with Headquarters Joint Forces New Zealand (HQJFNZ) and/or COMJFNZ before complying with any order or instruction that may not be consistent with the purpose of posting or attaching NZDF personnel, or the conditions on which the New Zealand Government has made its contribution to the MFO
- liaise and coordinate with external New Zealand Government agencies, when required
- act as the spokesperson for NZDF personnel posted or attached to OPERATION FARAD (OP FARAD)
- report to:
  - COMJFNZ and HQJFNZ on matters of strategic or significant operational importance
  - Force Commander MFO on the tasking of NZDF personnel
  - HQJFNZ for routine reporting.

## Chapter 3

termed a national 'red card'). National command, in itself, does not include any other level of command or control, and hence does not include authority to assign missions or tasks to NZDF force elements assigned to the multinational force. Chapter 5: *Command Arrangements on Operations* further illustrates the execution of national command among CDF, COMJFNZ, and a deployed SNO.

3.09 National command is not delegated below the level of a SNO. Commanders of subordinate national task units and task elements may have responsibility for some national oversight, administration, and support, but without tasking authority; for example, a task unit consisting of staff officers assigned to a coalition headquarters. In such cases the status of 'Admin Control' including Discipline or 'Local Administration' may achieve the desired result.

3.10 **Senior National Representative.** From time to time the SNO may appoint an officer of a deployed subordinate national task unit or task element as a senior national representative (SNR). The SNR can be delegated specific responsibilities from the SNO including national oversight, representation, administration and support duties without being appointed a tasking authority or authority to exercise national command. These responsibilities should be outlined in a directive from the SNO to the SNR.

### Key Term

#### National Command

A command that is organised by, and functions under the authority of, a specific nation.

#### Operational Command

3.11 Operational command (OPCOM) is the highest degree of operational authority that can be assigned to a commander in the NZDF. The delegation of OPCOM authorises a commander to task an asset over the range of its capabilities without further reference to the commander who holds full command.

3.12 Although OPCOM does not include responsibility for administration or logistic support, the reality is more complex. Commanders holding OPCOM usually require and

are assigned separately a level of authority and responsibility for both administration and logistic support. This authority varies according to circumstances.

3.13 Once assigned OPCOM, a commander may:

- specify missions and tasks as appropriate
- direct forces for specific missions and tasks
- deploy force elements to another force
- allocate the separate use of components of assigned force elements
- delegate operational control (OPCON), tactical command (command status) (TACOM), or tactical control (TACON) to a subordinate commander.

3.14 The existence of a permanent joint force headquarters and the nature of COMJFNZ in the NZDF command hierarchy mean that the NZDF has a unique command system that uses OPCOM as both an operational and a standing non-operational command mechanism. CDF Command Directive further clarifies this arrangement.

#### Operational Control

3.15 OPCON denotes a commander's authority to direct assigned forces to accomplish specific missions or tasks, usually limited by function, time, or location. A commander assigned OPCON may only direct forces for a specific mission or task.

3.16 It is the doctrinal norm to allocate OPCON of deployed NZDF force elements to a deployed commander – NZDF or otherwise – while COMJFNZ retains OPCOM. Accordingly, OPCOM is usually the highest operational authority that can be assigned to a non-NZDF commander over NZDF deployed force elements in multinational operations.<sup>11</sup>

<sup>11</sup> Where a formal disposal and attachment order has been made in accordance with the Defence Act and the law of the foreign force, an individual member of the Armed Forces may be subject to the command and discipline of a foreign force as if they were a member of that force. The member of the Armed Forces concerned also remains subject, however, to the command and discipline of the NZDF.

3.17 The commander given OPCON of a force may not exceed the limits of its use as laid down in the assigning directive or operational order without reference to the delegating authority. Therefore, a commander assigned OPCON of a force cannot allocate separate employment of components of that force, other than for the assigned task. Likewise, a commander assigned OPCON cannot disrupt the basic organisation of a force, such that it cannot readily be given a new task or be redeployed.

3.18 OPCON does not include administrative or logistic control – this responsibility resides with the commander holding functional command or, if previously delegated, to the commander holding OPCOM of assigned forces until that responsibility is delegated. However, a commander assigned OPCON may be delegated that authority.

3.19 The above definition and explanation aside, it is relevant to note the existence of a wider OPCON interpretation. It is possible to interpret OPCON as permitting a commander to employ components of a force element separately, provided that its rationale is not altered. This wider interpretation of OPCON could conceivably see a tank squadron operating as four troops on separate assignments, providing they are contributing to the overall commander's intent, mission success, and specific element tasks. By this rationale, a breach of OPCON would be a commander's reassignment of the tank squadron to a dismounted infantry role. This alternative interpretation of OPCON demonstrates that the meaning and application of the various authorities is far from homogenous and in fact differs from country to country, and sometimes Service to Service.

## Key Terms

### Operational Command

The authority granted to a commander to specify missions or tasks to subordinate commanders, to deploy and reassign force elements, and to retain or delegate OPCON, TACOM, and/or TACON, as may be deemed necessary. It does not of itself include responsibility for administration or logistics.

### Operational Control

The authority delegated to a commander to direct

assigned force elements so that the commander may: accomplish specific missions or tasks which are usually limited by function, time, or location; deploy force elements concerned; and retain or delegate tactical control of those elements. It does not include authority to allocate separate employment of components of the force elements concerned. Neither does it, of itself, include administrative or logistic control.

## Tactical Command

3.20 TACOM is the authority delegated to a commander to assign tasks to forces under their command for the accomplishment of missions assigned by a higher authority. TACOM is narrower in scope than OPCOM, although it includes the authority to delegate or retain TACON (see below).

3.21 A commander assigned TACOM of forces may:

- specify missions and tasks, provided they accord with the mission given by higher authority
- allocate separate employment of the components of the force elements involved
- delegate TACOM or TACON to a subordinate commander.

3.22 TACOM allows a commander to task forces to achieve an assigned mission, and to group and regroup forces as required within the commander's assigned force structure.

3.23 Where a formal disposal and attachment order has been made in accordance with the Defence Act and the law of the foreign force, an individual member of the Armed Forces may be subject to the command and discipline of a foreign force as if they were a member of that force. The member of the Armed Forces concerned so remains subject, however, to the command and discipline of the NZDF.

## Tactical Control

3.24 TACON is the detailed and normally local direction



Figure 3-1: Tactical control is intended as a short-term authority to be delegated for the immediate conduct of tactical activity.

and control of movements or manoeuvres necessary to accomplish assigned missions or tasks. TACON is usually delegated when two or more force elements not under the same OPCON are combined to form a cohesive tactical element. A commander having TACON of the element is responsible for the operational method used to achieve assigned missions or tasks.

3.25 A commander delegated TACON may:

- direct forces and assets to accomplish assigned missions or tasks
- delegate TACON to another commander.

3.26 TACON is intended as short-term authority to be delegated by a local tactical commander for the immediate conduct of tactical activity. For example, New Zealand Army (NZ Army) forces embarked on a Royal New Zealand Navy

(RNZN) vessels are likely to be under TACON of the vessel's captain. In general, TACON would not be a pre-designated operational authority assigned at the operational level. A commander assigned TACON of forces or elements cannot reassign missions or tasks.

## Key Terms

### Tactical Command

The authority delegated to a commander to specify tasks to force elements under their command for the accomplishment of the mission specified by higher authority.

### Tactical Control

The detailed and usually local direction and control of movements or manoeuvres necessary to accomplish missions or tasks assigned.

## Administrative Authorities

3.27 On y fu command has an automatic administrative responsibility. When assigning forces under OPCOM and TACOM, the eve of administrative support must be clearly specified if not already inherent y understood. Furthermore, the tasking of assigned force elements may preclude the use of established procedures for the provision of support. In either case, a force element may be assigned, in addition to its operational assignment, under the administrative authority of an appropriate headquarters or unit for the provision of administrative support.

3.28 The administrative authorities used by the NZDF are:

- administrative control
- local administration
- technical control.

## Administrative Control

3.29 In the NZDF, administrative control is the direction or exercise of authority over subordinate or other organisations with respect to administration and support, including control of resources and equipment, personnel management, logistics, and other matters not included in the operational missions of the subordinate or other organisations.

3.30 Examples of New Zealand administrative arrangements are administrative control for:

- movement
- daily maintenance
- medical
- repair and recovery.

## Local Administration

3.31 The NZDF definition for local administration is: 'administration controlled by a local commander and related specifically to the troops in their area or to the operation in

their area. Responsibility for local administration of forces can be delegated to a commander without assigning any degree of operational or tactical control in the relevant area of operations.

3.32 Local administration involves:

- discipline
- provision of services and administration, such as quartering and accommodation; water, light, and power; care and well-being of personnel including rationing, hygiene, and sanitation; fire protection; maintenance of barracks and camps; and supervision of stores
- accounting and internal checking
- allocation of ranges, training areas, and recreation facilities
- local movement of personnel and materiel
- local road traffic control and movement
- security, including preventative measures against vandalism and theft
- supervision and maintenance of safety
- relations with the local civilian authorities and population
- allocation of any local pool of labour and unit transport
- allocation of local duties.

## Technical Control

3.33 Technical control (TECHCON), like the other command authorities, needs to be assigned and is defined in the NZDF as 'the specialised or professional guidance and direction exercised by an authority in technical (professional) matters.

3.34 TECHCON advice is from a designated authority appointed to oversee the efficient use of a capability, often across command boundaries. For an operational commander, TECHCON advice should relate to the employment of capabilities so that they are used within their operating parameters.



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3.35 A designated authority with TECHCON can still offer general advice; it does not exclusively offer only TECHCON advice. Given the important distinction between the two, a designated authority should clearly state whether the advice it is offering is TECHCON advice or general advice.

3.36 A commander should not modify TECHCON advice received from a delegated authority. However, the commander may reject this advice in part or in whole in consideration of operational factors. The commander should document the reasons for rejecting the advice and is accountable for the consequences of rejecting the advice. Such consequences may include loss of services.

3.37 A commander can authorise a delegate to exercise TECHCON within that commander's authority. If authorised, TECHCON may be further delegated. Care should be taken with any further delegation of TECHCON because it is authorising personnel further down the command chain to offer TECHCON advice to the commander upon which he or she may rely for mission success, which the commander must take into consideration and document reasons for the rejection of technical advice.

3.38 The exercising of TECHCON implies the designated authority has an understanding of the employment of that capability within the commander's environment. The designated authority is likely to rely on reports and returns from within the commander's force elements to have the comprehensive understanding on which advice can be offered. The designated authority can request reports and returns from force elements not under the designated authority's command authority, but requires the commander to order subordinates to provide reports and returns if it is to be mandatory.

3.39 A designated authority may provide technical advice direct to a commander or pass it to the staff for forwarding to the commander. The latter allows the commander's staff to relate the advice to the operational situation in briefing the commander. The staff are to make it clear when the advice is TECHCON advice and not general advice.

3.40 In some circumstances, staff may be able to accommodate the TECHCON without having to first brief

the commander. This would occur when the advice relates to equipment settings for which there is no effect on a commander's plan.

## Key Terms

### Administrative Control

Direction or exercise of authority over subordinate or other organisations in respect of administrative matters such as personnel management, supply services, and other matters not included in the operational missions of the subordinate or other organisations.

### Local Administration

Administration controlled by a local commander and related specifically to the troops in their area or to the operation in their area.

### Technical Control

The specialised or professional guidance and direction exercised by an authority in technical matters.

## Supported and Supporting Relationships

3.41 With the wide range of operational requirements to be covered with minimal assets, the execution of joint military operations should be guided by the supported/supporting principle. This provides an effective means of weighting the phases and sub-phases of campaigns or operations, with each operational commander typically receiving support from, and providing support to, other commanders. The number and importance of these relationships, in particular that support provided to a supported commander tasked with achieving the joint commander's primary objectives in an operation, require the close attention of the joint commander and their subordinate commanders in the planning and execution of operations.

3.42 The supported/supporting interrelationship principle allows the strengths and capabilities of the headquarters and forces of the military command structure to complement each other to best overall effect. Within a joint force, components or elements can support or be supported

for the achievement of a particular task.

3.43 Subordinate commanders may be supported and act as supporting commanders concurrently.

### Supported Commander

3.44 The supported commander has the primary responsibility for aspects of a task assigned by either the strategic- or the operational-level command. In the context of joint operations planning, the supported commander prepares operation plans or operation orders in response to the requirements of CDF. In the context of a support command arrangement, it is the supported commander who receives assistance or capabilities from another commander's force, and who is responsible for ensuring that the supporting commander understands the assistance required.

### Supporting Commander

3.45 The supporting commander provides forces or capabilities to a supported commander and develops a supporting plan. In the context of a support command arrangement, the supporting commander aids, protects, complements, or sustains the supported commander's force and is responsible for providing the assistance required by the supported commander. More detail on this concept can be found in AJP-3(C) *Allied Joint Doctrine for the Conduct of Operations*.

## Support Arrangements

3.46 Support arrangements define specific relationships and responsibilities between supported and supporting force elements. Such arrangements specify which element or elements have priority for support and which have responsibility for liaison and communications. Command responsibilities and the authority to organise or reassign component elements of a supporting force remain with the higher command authority unless the authorising commander states otherwise.

3.47 A commander may be provided operational or administrative support by forces or force elements that are

not under their operational or administrative authority. The two joint support arrangements used within the NZDF are 'direct support' and 'in support of'.

### Direct Support

3.48 In the NZDF, direct support is defined as 'the support provided by a force element not attached to or under command of the supported element or formation, but required to give priority to the support required by that element or formation.'

3.49 In the exercise of direct support, the supporting element takes support requests directly from the supported element. The supporting element also normally establishes liaison and communications and provides advice to the supported element.

3.50 A force element in direct support has no command relationship with the supported element or force. While tasked in direct support, the supporting element is not attached to or under command of the supported element, but remains under the command of its parent formation. Its support may be withdrawn only with the agreement of the supported element or on direction from a superior authority. Planning and tasking remain with the supporting element's parent command, but need to be undertaken in collaboration with the supported element.

3.51 A force element in direct support cannot be tasked to provide the same resource under direct support to more than one joint task force or formation.

### In Support of

3.52 'In support of' is the lowest support arrangement. It does not grant the supported headquarters any responsibility or authority for administration or movement of the supporting force. The supporting force commander allocates priority to the support given, consistent with their own judgment or advice offered by the supported force.

3.53 In the NZDF, 'in support of' is defined as 'the support provided to another force element, formation, or organisation while remaining under the initial command.'

## Coordination and Liaison

3.54 Coordinating authority is granted to a commander assigned responsibility for coordinating specific activities or functions that involve two or more commands or countries or Services. When designated as a coordinating authority, a commander or individual has the authority to require consultation between the agencies involved, but does not have the authority to compel agreement.

3.55 Direct liaison authorised (DRLA) is the authority granted by a commander at any level to a subordinate to directly consult, or coordinate an action with, a command or agency within or outside the granting command. DRLA is more suited to planning than operations and carries the expectation that the commander granting DRLA is continuously informed. DRLA is a coordination relationship, not an authority through which command may be exercised.

### Key Terms

#### Coordinating Authority

The authority granted to a commander or individual assigned responsibility for coordinating specific functions or activities involving forces of two or more countries or commands, two or more Services, or two or more forces of the same Service. The commander has the authority to require consultation between the agencies involved or their representatives, but does not have the authority to compel agreement. In case of disagreement between the agencies involved, the commander should attempt to obtain essential agreement by discussion. In the event essential agreement cannot be obtained, the matter will be referred to the appropriate authority.

#### Direct Liaison Authorised

Direct liaison authorised is that authority granted by a commander to a subordinate to consult directly or to coordinate an action with a command or agency within or outside the granting command.

## Foreign Command Authorities

3.56 Many of New Zealand's potential military partners adhere to the NATO model for their definitions of command. The British Armed Forces and Canadian Forces utilise NATO command authorities, as does the ADF. Despite minor differences in terminology, the NZDF's command authorities are similar to these countries' definitions.

3.57 Nevertheless, the command authorities that define command relationships vary in term and/or definition between nations. Such differences further complicate the NZDF's participation in multinational operations.

3.58 To aid interoperability, the command authorities used by the UN are listed in Annex B and the equivalent United States and NATO command authorities are detailed in Annex C. Both annexes should be consulted in concert with Annex A, which outlines the degrees of authority associated with the various command authorities currently used in the NZDF.

## ANNEX A: DEGREES OF AUTHORITY SPECIFIED IN NEW ZEALAND DEFENCE FORCE COMMAND AUTHORITIES

	5		5			
	Full Command	National Command	Operational Command	Tactical Command	Operational Control	Tactical Control
<i>Safeguard New Zealand National Interests</i>	Yes	Yes	Yes <sup>1</sup>	Yes <sup>1</sup>	Yes <sup>1</sup>	Yes <sup>1</sup>
<sup>4</sup> <i>Specify Missions</i>	Yes	No	Yes	Yes <sup>2</sup>	No	No
<i>Specify Tasks</i>	Yes	No	Yes	Yes <sup>2</sup>	No	No
<i>Direct Forces for Specific Mission/Task</i>	Yes	No	Yes	Yes	Yes	Yes (Local Direction)
<i>Deploy Force Elements</i>	Yes	No	Yes	No	No	No
<i>Allocate Separate Employment of Force Elements</i>	Yes	No	Yes	Yes	No	No
<sup>6</sup> <i>Administrative Responsibility</i>	Yes	No	If Specified	If Specified	If Specified	If Specified
<i>Further Delegate Operational Authorities</i>	NATCOM OPCOM TACOM OPCON TACON	No <sup>3</sup>	OPCOM <sup>4</sup> TACOM OPCON TACON	TACOM <sup>4</sup> OPCON TACON	OPCON <sup>4</sup> TACON	TACON <sup>4</sup>

1. In support of the national commander.
2. To accord with the mission given by the higher authority.
3. Natcomd may not be delegated.
4. May only delegate opcomd where specified by higher commander.
5. A mission is a task, which together with a purpose, clearly indicates the action to be taken and the reason for it.
6. A commander assigned forces under full command or OPCOM may employ these forces for any purpose. The NZDF does not normally assign NZDF force elements and OPCOM to non-New Zealand commanders.
7. Administrative/logistic responsibilities will be specified for each relationship. Only full command automatically assumes administrative/logistic responsibility.

## ANNEX B: UNITED NATIONS OPERATIONAL AUTHORITIES

### Introduction

3.59 Command relationships within the United Nations (UN) are determined by operational authorities, which empower a Force Commander (FC) or Chief Military Observer (CMO) to properly employ the operational capability of assigned forces to achieve the designated mission. In common with most defence forces, the UN uses a framework of operational authority for simplicity and consistency. The UN command authorities are defined below.

### United Nations Operational Authority

3.60 Operational authority over forces and personnel assigned to the UN involves the full authority to issue operational directives within the limits of:

- a specific mandate of the UN Security Council
- an agreed period of time (with the stipulation that an earlier withdrawal of a contingent would require the troop contributing nation to provide adequate prior notification)
- a specific geographic area (the mission area).

3.61 UN operational authority does not include personnel matters such as pay and allowances. While national contingents are responsible for the discipline of their forces, the UN is responsible for the good conduct of a military personnel.

### United Nations Operational Control

3.62 UN operational control (OPCON) is the authority granted to a UN military commander to direct forces assigned so that the commander may accomplish specific missions or tasks which are usually limited by function, time, or location (or a combination thereof), to deploy elements and/or military personnel, and to retain or assign tactical

control of those elements/personnel. UN OPCON includes the authority to assign separate tasks to sub-elements of a contingent, as required by the operational necessities, United Nations Tactical Control (UN TACON). UN TACON is the detailed and local direction and control of movement or manoeuvres necessary to accomplish mission or tasks assigned. As required by the operational necessities, the force commander (FC) may delegate TACON of the forces assigned to the UN peacekeeping operation to their subordinate sector and/or element commanders.

### United Nations Logistics Support

3.63 The logistics support (LOGSUPPORT) of elements and personnel placed under the operational authority of the UN and OPCON of the FC/CMO is a joint responsibility of the troop contributing country (TCC) government and the UN. LOGSUPPORT includes supply, maintenance, transportation, and medical support. These functions are mutually coordinated and performed by the UN and the TCC government, and are included in the mission-specific memorandum of understanding.

### Administrative Control

3.64 Administrative control (ADMCON) is the authority over subordinate or other organisations, within national contingents, in respect of administrative matters such as personnel management, supply services, and other matters not included in the operational missions of the subordinate or other organisations. ADMCON is a national responsibility given to national contingent commanders in peacekeeping operations.

### Transfer of Authority

3.65 The transfer of authority between national contingents and military personnel to the UN-designated commander must be completed before these forces come under the control of the UN. This process may take place when personnel arrive in the mission area, or it may be transferred immediately prior to deployment from home locations. The exact timing for this transfer will be decided during the negotiations between the UN and national authorities.

## ANNEX C: UNITED STATES AND NORTH ATLANTIC TREATY ORGANISATION COMMAND AUTHORITIES

	<sup>1</sup> US Combatant Command	US Operational Control	NATO Operational Command	NATO Operational Control	NATO Tactical Command	US/NATO Tactical Control
<i>Assign Tasks</i>	Yes	Yes	Yes	No	Yes	No
<i>Direct / Employ Forces</i>	Yes	Yes	Yes	Yes	No	No
<i>Reassign Forces</i>	Yes	No	Yes	No	No	No
<i>Deploy Forces within Theatre</i>	Yes	Yes	Yes	Yes	No	No
<i>Assign Separate Employment of Unit Components</i>	Yes	Yes	Yes	No	No	No
<i>Administrative / Logistic Responsibility</i>	Yes	No	No	No	No	No
<i>Deploy Units</i>	Yes	Yes	Yes	No	No	No
<i>Delegate Equal Command Status</i>	Yes	Yes	Yes	No	No	No
<i>Delegate Lower Command Status</i>	Yes	Yes	<sup>2</sup> Yes	Yes	No	No

1. US combatant command is broadly equivalent to the command authority held by Commander Joint Forces New Zealand.
2. NATO OPCOM authority only allows commanders to delegate OPCON with prior approval.

CHAPTER 4:

# METHODS OF COMMAND



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## Introduction

4.01 This chapter describes the options for commanding New Zealand Defence Force (NZDF) joint operations. It elaborates on the two recognised methods for command and control (C2) of joint operations in the NZDF: the direct and the component methods. This chapter also outlines the functions and activities of the staff, and the size and structure of a joint force headquarters. The nature and purpose of the common joint staff system completes the discussion of staff structures in a joint force headquarters.

## Methods of Command

4.02 The NZDF recognises two methods for command of joint operations:

- the direct method
- the component method.

4.03 In general, the number of resources assigned and the required degree of control over these resources will depend on the task or mission assigned to the commander of a joint force.

4.04 Selection of the most appropriate command method, including joint staff structure, should be guided by the principles of command and the operational environment. Additional factors are:

- the nature of the mission
- the size and composition of the force
- the need to maintain flexibility
- political and geographic considerations
- communications.

### Direct Method

4.05 The direct method of command allows the commander of a joint force to exercise their command authority directly over assigned forces. This method is normally used when the knowledge and capacity of the

commander and staff are such that they can employ the capabilities of assigned forces effectively. Accordingly, the direct method is an alternate method of command used in contingency operations where the scale, complexity, intensity, and time span of an operation are usually limited. It would be rare to employ this method in multinational operations. However, when using the direct method of command the headquarters must be appropriately staffed and equipped for the greater span of command.

4.06 In executing the direct method of command, the commander exercises command authority over a joint force directly by issuing detailed orders to subordinate force elements. Appropriate staff and control facilities are required. In general, the commander is provided with advice by their staff and by officers commanding elements of the joint force. The span of control that a commander can effectively manage depends largely on the capacity of the staff and the facilities available. A balance must be struck between the actual or potential span of control and the extent of a commander's involvement in the detailed conduct of operations. If necessary, commanders may delegate to subordinate commanders a level of command authority over elements of their forces. The direct method of command is shown in Figure 4-1.

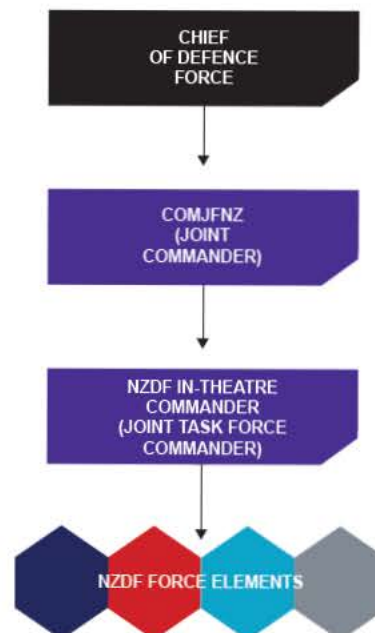


Figure 4-1: The direct method of command.

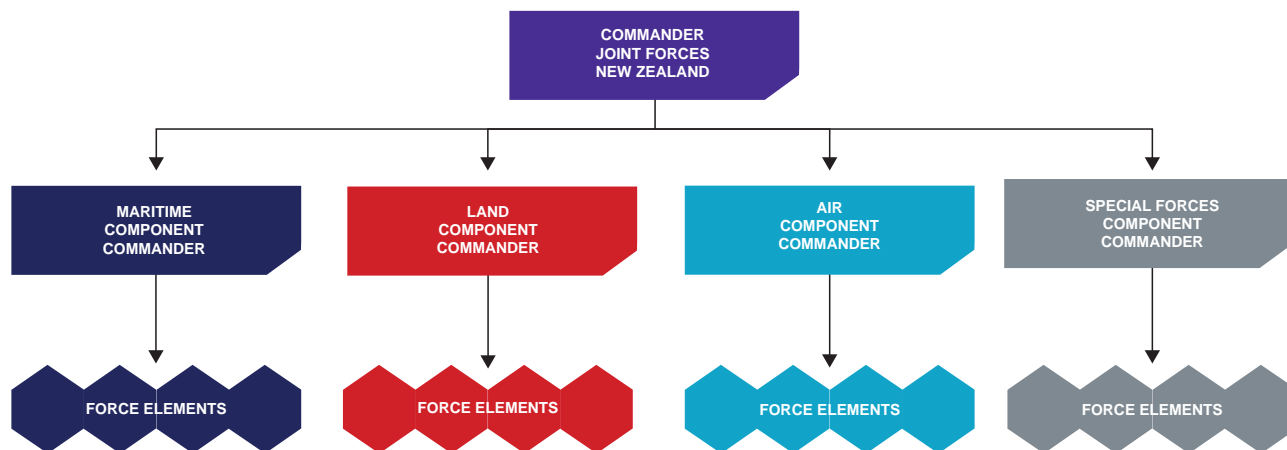


Figure 4-1: The component method of command.

## Component Method

4.07 When the scale and intensity of the operation increases significantly, the span of command may become too great for effective use of the direct method of command. An alternative is to divide the force into components, each with its own commander who issues orders consistent with the broad direction of the commander of the joint force. This is known as the component method of command.

4.08 Under the component method of command, the component commanders may be co-located with the commander of the joint force. Equally, the joint force headquarters and component headquarters may be co-located or separate. Commanders will require staff support and command facilities, large or small, co-located or separate, depending on the operation.

4.09 In exercising the component method of command, the commander will generally command a joint force through component commanders, who are usually assigned components at operational control (OPCON). The commander of the joint force issues broad operational directives to each of the component commanders who then translate the directives into detailed plans and orders for their assigned elements.

4.10 Each component has a separate headquarters as its control organisation. Figure 4-2 illustrates a likely arrangement for the component method of command.

## Staff Functions and Activities

4.11 The staff exists to provide advice to the commander and to subordinate commanders. Their tasks are to:

- collect and analyse information on which the commander bases decisions and plans
- to complete the details of the plans
- to transmit the commander's instructions and orders quickly and accurately to subordinates
- to monitor execution of the plans.

4.12 The staff assists the commander by coordinating routine activities and resolving problems within the overall framework of the strategic commander's plans or directions.

4.13 More specifically, the staff's functions are to:

- gather, analyse, and organise information for presentation to the commander and disseminate the resulting intelligence
- assist in the preparation of estimates
- make recommendations to the commander on tactical and administrative matters
- complete the details of the commander's plan
- anticipate future tactical and administrative developments
- inform higher, subordinate, and adjacent commands of developing situations



Figure 4-3 Headquarters Joint Forces New Zealand has an integrated staff structure.

- assist the commander in directing and coordinating the execution of the plan
- monitor enactment of the commander's directions.

4.14 The precise structure and size of a joint force headquarters will vary depending on the nature and requirements of the operation at hand and the headquarters may be enlarged or amalgamated as necessary. Larger divisions may be subdivided into branches, and other specialist branches or cells could be added. Similarly, the location and facilities of the joint force headquarters will have a major impact on what the commander and the staff can accomplish.

## Joint Staff Structures

4.15 The NZDF employs two types of joint staff structure

for joint operations: integrated and component. These staff structures should not be confused with the methods of command. Equally, no one joint staff structure is best suited to a particular method of command.

- **Integrated.** Staff expertise from the three Services is integrated within functional branches of the headquarters. While Headquarters Joint Forces New Zealand (HQJFNZ) is an example of an integrated headquarters, in reality, it is a hybrid structure reflecting the requirements to both plan and execute operations and the requirement to support the component commanders. In this instance, the net result is that many positions have a dual role, one as a member of the integrated joint staff and one within their environmental specialisation.
- **Component.** Single-Service and special operations staffs are grouped in components within the headquarters. The

component staff system allows the commander to draw on Service, environmental, or functional expertise to plan and conduct operations.

## The Common Joint Staff System

4.16 Establishing an effective headquarters staff system with clear divisions of responsibility is critical to the success of a joint force. Both the integrated and component staff structures use the Common Joint Staff System, which is based on the North Atlantic Treaty Organisation (NATO) joint staff system. In the Common Joint Staff System, personnel drawn from the Services are grouped together into functional divisions. Most of New Zealand's traditional and like future military partners use this system.<sup>12</sup>

4.17 The advantages of the Common Joint Staff System are:

- common functional staff structures at all levels of command
- clear divisions of staff responsibilities along functional lines
- simplified correspondence distribution
- flexibility in inter-headquarters C2
- compatibility with allies and potential coalition partners.

## Naming Protocols

4.18 The Common Joint Staff System uses letters and numerals to identify the various branches and functions in a headquarters.

4.19 **Letter Designators.** A single letter designator indicates a joint or component headquarters position.

- J – Joint
- N – Naval

- G – Ground (at divisional level and above)
- S – Ground (at brigade level and below)
- A – Air
- SO – Special Operations.

4.20 **Numerical Designators.** Up to three numerals will follow the single letter designator. The size of the headquarters will dictate the number of numerals used. The first indicates the branch, the second relates to the function within the branch, and the third is sequential. For example, J43-1 would be:

- J – Joint
- 4 – Logistics
- 3 – Current operations
- 1 – First desk.

4.21 Equally, while the staff system outlined in this chapter provides a doctrinal template for establishing a clear staff system, a commander may organise their staff according to operational requirements.

## Staff Designations

4.22 The Common Joint Staff System allocates numbers to designate the branches or cells in a headquarters, which will be preceded by a letter designator indicating a joint or component position. The composition, tasks, and titles of the respective cells or branches will vary between countries and operations; this often depends on national preferences or the size of the headquarters. Figure 4-4 outlines a generic example of the Common Joint Staff System. Variation is especially common in the 7, 8, and 9 branches. Below is an outline of the staff system as employed at HQJFNZ.<sup>13</sup>

4.23 **J0 – Joint Command.** This staff area includes personal and executive staffs that are responsible directly

<sup>12</sup> s. 6(b)(i)

<sup>13</sup> The standard Common Joint Staff System is: J0 – Command Group, J1 – Personnel, J2 – Intelligence, J3 – Operations, J4 – Logistics, J5 – Policy and Plans, J6: Communications and Information Systems, J7 – Doctrine and Training, J8 – Force Structure and Development, J9 – Civilian-military Cooperation (CIMIC).

## Chapter 4

to the commander. In the NZDF this could include the commander, any component commanders, the Chief of Staff (COS), and the legal, inspector general, and headquarters coordination functions.

4.24 **J1 – Joint Personnel.** The Joint Personnel staff controls and coordinates personnel and enables the preparation, command, sustainment, reconstitution, and regeneration of forces on operations, exercises, and activities.

4.25 **J1H – Joint Health.** J1 Health staff is responsible to the commander for the planning and co-ordination of operational health support to operations and operational activities.

4.26 **J2 – Joint Intelligence.** The J2 staff coordinates the commander's intelligence requirements within the area of operations. It is directed and tasked by the commander, ensuring that its effort is tuned to the commander's critical information requirements. J2 assesses the operational environment and the location, activities, intentions, and capabilities of the enemy. The J2 staff integrates information and intelligence from a wide range of internal and external sources.

4.27 **J3 – Joint Operations.** The J3 staff is responsible for matters relating to ongoing operations. J3 assists the commander to organise, train for, execute, and monitor operations. Within the headquarters, the J3 staff manages the information flow and disseminates the commander's orders. The J3 branch is the focal point of the joint force headquarters. It is responsible for producing and issuing directives and orders, and for coordinating liaison and operational reporting.

4.28 **J4 – Joint Logistics.** The J4 staff provides logistic planning and support for operations, exercises, and activities. The J4 is the principal operational adviser across the broadest definition of logistics, which includes movements. The J4 branch sets priorities for the overall logistic effort and movements, and acts as the direct interface with the deployed forces logistics component, if one is deployed.

4.29 **J5 – Joint Plans.** The Joint Plans staff provides

operational planning support to enable the preparation, command, sustainment, reconstitution, and regeneration of forces on operations, exercises, and activities. J5 is responsible for planning for future campaigns and operations through the development of concepts of operation and campaign plans. It coordinates planning efforts within the joint force headquarters, with higher and subordinate formations, and with other government agencies. J5 is also responsible for developing contingency plans to support the strategic-level joint Service plans. J5 works closely with the J3 staff.

4.30 **J6 – Joint Communication and Information Systems.** The J6 staff is responsible for planning, deploying, sustaining, and repatriating communication and information systems (CS) for operations and exercises, and for providing specialist advice to the headquarters staff. J6 ensures adequate CS support is provided for an operation by coordinating communication, electronic, and other information systems requirements.

4.31 **J7 – Joint Doctrine and Training.** The J7 staff provides the operational-level scheduling, planning, and execution of joint NZDF exercises and training activities. J7 is responsible for coordinating training to meet readiness requirements along with combined and joint interoperability standards. J7 is also responsible for coordinating the review and management of joint doctrine at the headquarters.

4.32 **J8 – Joint Development.** The J8 staff is responsible for managing the NZDF's operational lessons learned process. The operational lessons learned process drives continuous improvement in the military operations, exercises, and activities undertaken by the NZDF.

4.33 **J9 – Joint Finance.** The J9 staff provides financial advice and budgetary management services that enable the preparation, command, sustainment, reconstitution, and regeneration of forces on operations. J9 also assists J7 with the financial aspects of programming exercises and activities, and J5 with the financial aspects of deliberate and contingency planning. In a deployed setting, the scale and complexity of the operation will determine whether a separate J9 branch is required.

## The Role of Chief of Staff

4.34 The COS's role in the headquarters is important because that person is the key staff integrator. This integration is accomplished through the establishment and management of staff processes and procedures that support the command's decision-making process. The COS's duties may include (but are not limited to) the following:

- directing and coordinating the staff directorates work
- leading the staff planning process
- supervising the preparation of staff estimates, plans, and orders
- establishing and monitoring the headquarters' battle rhythm to ensure that it effectively supports planning, decision-making, and other critical functions
- managing the joint force information management process
- representing the joint commander when authorised

- implementing policies as directed by the joint commander
- formulating and disseminating staff policies
- ensuring effective liaison is established with the joint forces higher and subordinate headquarters and with other critical agencies and organisations
- supervising sustainment of the joint force staff and its headquarters and facilities
- supervising staff training and integration programs.

## Liaison

### Introduction

4.35 Liaison is contact or intercommunication maintained between elements of military forces and, where necessary, non-military agencies to ensure mutual understanding and unity of purpose and action.

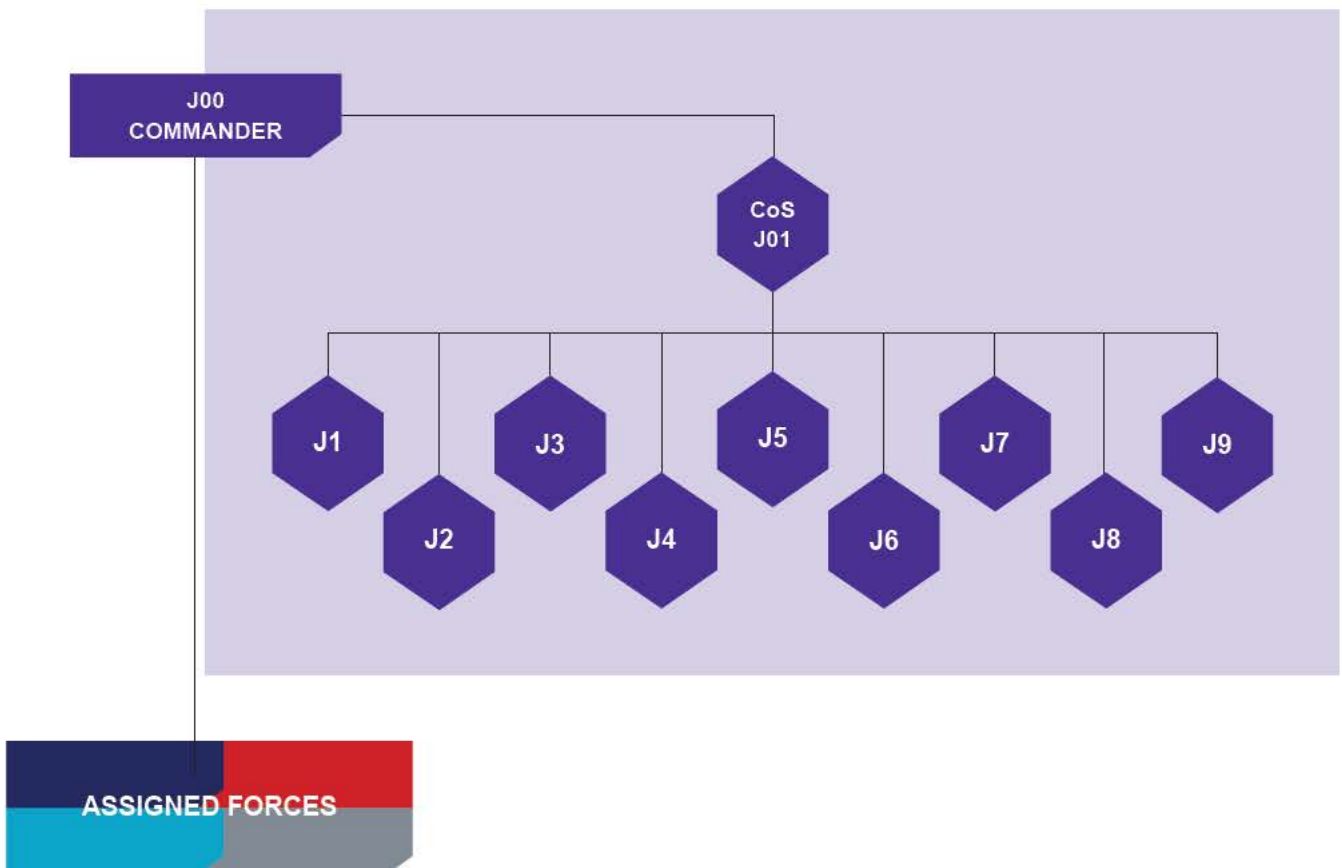


Figure 4-4: Common joint staff.

## Purpose

4.36 Liaison is a continuous, but informal process, normally achieved through consultations between respective commanders and their staff either by personal contact or through the use of electronic means, with the primary purpose of enhancing communication. Liaison can be achieved by one or a combination of the following:

- personal contacts between commanders
- staff visits and personal contacts between staff officers
- exchange of liaison officers (LO), liaison detachments, and liaison teams
- establishing and maintaining suitable C S, including couriers.

4.37 Liaison is a standing requirement, especially in multinational operations, peacetime, armed conflict, and during stability and support operations (SASO). It must not become an afterthought on deployment. Liaison can reduce interoperability friction through direct communications. It also contributes towards unity of effort, force integrity, and mutual support between different components of the force. It is used in all phases of campaigns and operations, as well as during routine activity between force elements, to help facilitate and preserve freedom of action, and maintain flexibility. It is the most commonly used technique for establishing and maintaining close, continuous communication between commands. Liaison is established between components of a military force to improve:

- cooperation and understanding between commanders and staff of headquarters (HQ) and forces that are working together
- coordination of tactical matters to achieve unity of effort, mutual purpose, support, and action
- exact and precise understanding of implied or inferred coordination measures to achieve synchronised results
- coordination between military forces and non-military agencies, e.g. civilian agencies and former warring factions.

4.38 There may be occasions when the exchange of liaison teams is not sufficient to ensure adequate

understanding and cooperation between several formations. This is more likely in the case of joint or multinational operations. In addition, a commander may choose to employ personal LOs to provide an independent source of timely and accurate information.

## Liaison Groupings

4.39 An LO is an officer who is exchanged between two or more forces and is empowered to represent and make appropriate recommendations on behalf of their commander. They must be prepared to amplify their commander's intent and points of detail when appropriate. Moreover, an LO should assist their own commander through the timely exchange of information, intentions, and situational awareness. When considering the deployment of liaison personnel, consideration must be given to selecting the appropriate liaison officers. The contribution of motivated and sufficiently experienced officers of the appropriate seniority to the cooperation and mutual understanding between headquarters should not be underestimated. In addition, consideration must be given to representation by appropriate non-military organisations within liaison groupings. Military liaison staff fall into the following groupings:

- **Liaison Officer/Team.** Represents the commander or a special functional area. Chosen individuals should know their commanders, understand their commander's plans, and be able to cognitively express their commander's views and intent to the commander and headquarters staff to which they are attached. LOs may deploy with a small supporting staff, such as liaison non-commissioned officer, clerical personnel, specialists, drivers, interpreters, and communications personnel and their equipment.
- **Liaison Detachments.** Composed of individuals or teams with suitable experience, such as in maritime operations, air operations, intelligence, fire support, airspace C2, engineering, combat service support to make the appropriate liaison contribution.
- **Couriers/Messengers.** Responsible for the secure physical transmission and delivery of documents and material.

## Liaison Duties

4.40 LOs possess responsibilities and duties before, during, and after a liaison tour of duty. A sample checklist is provided at Annex A. Essentially, LOs:

- provide the receiving forces commander or staff with continuously updated knowledge of their force commander's needs, requirements, and intentions, along with accurate planning standards
- should be fully aware of their own commander's mission, intent, plan, and main effort
- are the personal and official representatives of the sending organisation and must be treated accordingly
- need to support the receiving organisation and serve as a critical conduit between organisations
- are to remain in their parent organisation's chain of command
- are not full-time planners or watchkeepers
- are not to be substitutes for delivering critical information through normal command and control channels or a conduit for general information sharing
- do not have the authority to make decisions for their commander without delegated approval or the necessary coordination efforts.

## Administrative Support

4.41 The receiving HQ normally provides the following support for LOs or detachments:

- accommodation, messing, and rations
- maintenance, where equipment types are compatible
- medical support
- transportation
- individual LOs will not be required to settle monetary claims unless specific charges are identified and agreed to before their departure from parent HQ or command
- LOs operating with non-military agencies should be self-contained, as it is unlikely that non-military agencies will be able to provide administrative and logistical support.



## ANNEX A: LIAISON OFFICER SELECTION AND TASKS

4.42 The commander uses a Liaison Officer (LO) to transmit critical information while bypassing layers of staff and headquarters (HQ). A trained, competent, trusted, and informed LO is the key to effective liaison. The LO must have the proper rank and experience for the mission, and have the commander's full confidence. A checklist for LOs can be found in Headquarters Joint Forces New Zealand (HQJFNZ) standard operating procedures (SOP). This selection criterion is not limited to officers. Because the LO represents their commander they should be able to fulfil the following obligations:

- be conversant with their commander's stated intention and concept of operations, rules of engagement (ROE), and be able to clearly articulate the sending commander's plan
- be able to clearly transmit and clarify the recommendations that they make on behalf of their commander
- be knowledgeable of the operations of their own command, formation, or force element, and should be familiar with the general organisation, command and control, the staff procedures of the receiving HQ or command, and be qualified to the appropriate level
- understand the relevant operational environment. This is best achieved through the LO receiving the necessary intelligence briefs, country overviews, campaign plan information etc that is commensurate to the operational context
- have an understanding of the tactical doctrine of the command, formation, or force element to which they are to be attached. They must also receive the necessary familiarisation training at the receiving force element or HQ
- in most matters, be given access to the commanders at the receiving headquarters or command. The LO also needs to have the relevant military experience and

expertise for the environment

- be able to understand and communicate with the receiving command, HQ or force element commanders, concept of operation, and ROE back to their own commander
- be trained to operate the equipment provided to them to meet their duties as LOs
- be proficient in the appropriate language of the receiving command, HQ or force element or have a suitable interpreter in their party
- have the appropriate clearance for access to communications material of the appropriate classification consistent with their duties
- have sound interpersonal skills and the personality traits required of an LO.<sup>14</sup>

### Protection

4.43 For personal protection, following national directives, a liaison personnel must be in possession of their personal weapon and ammunition and their individual protective equipment, including a gas mask if necessary.

<sup>14</sup> These traits include: proactivity, discretion, maturity, flexibility, reliability, integrity, dynamic, moral confidence, and confidence.



CHAPTER 5:

# COMMAND ARRANGEMENTS ON OPERATIONS



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## Introduction

5.01 This chapter explains the generic command arrangements for New Zealand Defence Force (NZDF) force elements deployed on operations in New Zealand and overseas. Command arrangements are crafted to suit the specifics of each operation. There is no template that can be applied; rather, drawing upon the guidance provided here and the experience of planners, the command and control (C2) arrangements of each individual deployment should match the needs of the operation. While this chapter illustrates how the NZDF's command arrangements may look on operations, it is not prescriptive about when and how such arrangements should be used. Like a doctrine, command arrangements must be developed, decided, and applied with the operational situation in mind.

## Contingent Deployment to United Nations or Multinational Operations

5.02 A significant proportion of the NZDF's recent and ongoing operations has seen contingents deployed to theatres such as Timor-Leste, Solomon Islands, Korea, the Sinai, and Afghanistan. These contingents have varied in size from six to more than 600. The specific command arrangements applicable to NZDF deployed contingents differ from operation to operation. Furthermore, the command arrangements within particular deployments may differ over time according to changes in an operation's aim and political considerations. Nevertheless, examples of recent NZDF operations can be amalgamated into a doctrinal command framework for deployed NZDF contingents, as illustrated in Figure 5-2.

5.03 For deployed NZDF contingents, the Chief of Defence Force (CDF) retains full command over a NZDF



Figure 5-1: Many of the New Zealand Defence Force's recent operations have involved deploying contingents to United Nations missions, such as to South Sudan.

## Real-Life Example

## New Zealand Contingent to Solomon Islands

New Zealand contributed to the Regional Assistance Mission to Solomon Islands (RAMSI) since its inception in July 2003. As part of this contribution, NZDF force elements worked alongside 14 other contributing countries of the Pacific region.

The New Zealand contribution to RAMSI – OP RATA II – as part of an Australian-led combined military force called Combined Task Force (CTF) 635. The deputy commander of CTF 635 has historically been an NZDF officer. This officer has also doubled as the SNO for all NZDF personnel posted to and serving with OP RATA II.

The command and control arrangements for NZDF personnel serving with OP RATA II have historically been as follows.

- CDF retains full command
- COMJFNZ has OPCOM
- SNO OP RATA has carried and passed OPCON to the Australian commander of CTF 635
- The commander of CTF 635 has OPCON
- The SNO (normally Deputy CTF 635) exercises national command. The SNO retains the right to withdraw OPCON from Commander CTF 635 should there be significant issues to do with the use of New Zealand forces and/or the observation of the New Zealand national requirements and constraints.

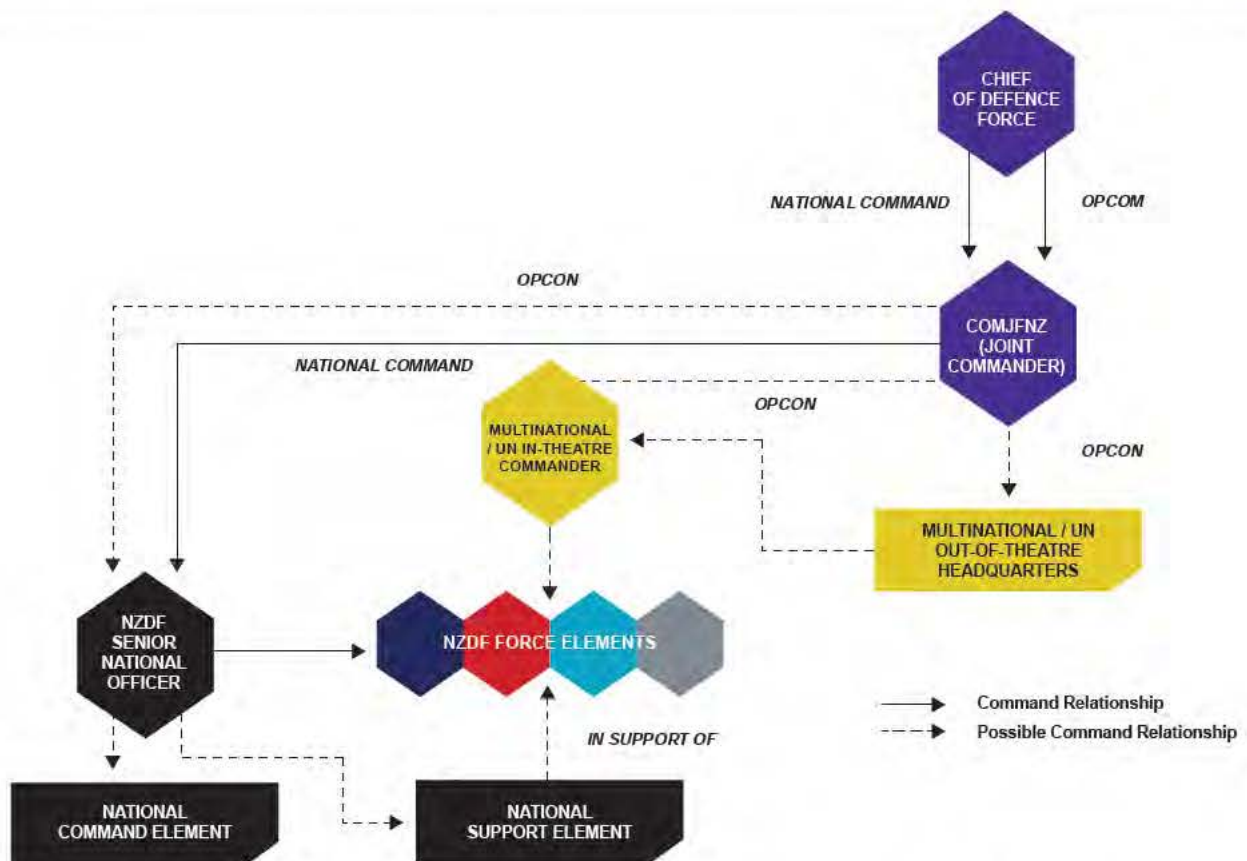


Figure 5-2: Command and control arrangements for deployed New Zealand Defence Force contingents.



Figure 5-3: The New Zealand Defence Force frequently deploys single platforms in support of multinational operations.

force elements. CDF retains overarching administrative and logistic responsibility for the deployed NZDF contingent.

5.04 In addition, CDF exercises national command over deployed NZDF contingents through Commander Joint Forces New Zealand (COMJFNZ). This authority is delegated to and exercised by a deployed senior national officer (SNO)—usually working out of an in-theatre headquarters—who reports to COMJFNZ according to the responsibilities outlined in an SNO Command Directive.

5.05 CDF assigns deployed NZDF contingents at operational command (OPCOM) to COMJFNZ. COMJFNZ will in turn delegate those contingents to an in-theatre multinational/United Nations (UN) commander or an out-of-theatre multinational/UN headquarters at a lower command status—usually operational control (OPCON). If OPCON is first passed to an out-of-theatre multinational/

UN headquarters, it would then need to be passed to an in-theatre multinational/UN commander or headquarters (see Figure 5-2). The exact nature of this OPCON authority is usually specified in an operational directive and therefore varies according to operation specifics. In the same way that the OPCON of the contingent is assigned to the coalition commander, if deployed, COMJFNZ assigns the national command element (NCE) and national support element (NSE) OPCON to New Zealand's SNO.

### National Command Element

5.06 On deployments of larger NZDF contingents, an NCE might be deployed. The NCE does not command the NZDF contingent, is not within a multinational/UN headquarters, and has no responsibility for operational planning. The NCE is normally assigned at OPCON to the SNO.

5.07 The NCE has a number of functions and tasks that vary according to operation specifics, in-theatre command arrangements, and the nature of the NZDF commitment. Examples of the tasks an NCE might fulfil are as follows.

- Assist an SNO in ensuring that NZDF force elements are used in accordance with national direction, thereby enabling the SNO—if necessary—to exercise their national ‘red card’ option.
- Facilitate the rotation of NZDF contingents.
- Facilitate and monitor the administrative arrangements for NZDF contingents.
- Coordinate an in-theatre communications plan for NZDF force elements.
- Coordinate out-of-theatre leave for deployed NZDF personnel.
- Liaise with command elements in Headquarters Joint Forces New Zealand (HQJFNZ).
- Liaise with an in-theatre multinational /UN headquarters.

### National Support Element

5.08 The SNO will likely retain command of national logistics on deployments of larger NZDF contingents, and exercise this command through an NSE.<sup>15</sup> The senior NZDF logistician in-theatre or near-theatre will usually command the NZDF NSE. The NSE could be co-located with the NCE, located in-theatre, or located in an out-of-theatre headquarters.

5.09 The function and tasks of the NSE will vary according to the operation, the in-theatre command arrangements, and the nature of the NZDF commitment. The NSE does not normally command deployed NZDF logistic force elements, but coordinates with the J4 HQJFNZ to provide in-theatre and near-theatre logistic support and management for the in-theatre and near-theatre portion of the supply chain. The NSE would normally be assigned ‘in support of the New Zealand contingent.

5.10 The role of the NZDF NSE is to coordinate in-theatre and near-theatre logistic support to all in-theatre NZDF operations, to enable the successful conduct of operations. The NSE’s primary task is to assist the SNO in providing supply, movements, maintenance, finance, administration, contract management, and logistic liaison.

5.11 In addition, an NSE may have the following functions and responsibilities:

- effect supply such as local purchasing, coalition supply, and transit storage
- coordinate movements such as personnel, freight, mail, and relief in place
- coordinate maintenance support such as repair, recovery, and salvage
- perform administration such as pay, accommodation, and travel
- perform finance accounting for both public and non-public funds
- coordinate contract management
- liaise with in-theatre multinational /UN logistic-based organisations
- coordinate mortuary affairs and management.

5.12 The NSE may be deployed in direct support of an SNO or under HQJFNZ control in support of a number of in-theatre missions.

### Deployment of New Zealand Defence Force Platforms

5.13 Contemporary NZDF operations include the deployment of single-platforms in support of UN or other multinational operations. Examples of such operations are the independent deployments of a Royal New Zealand Air Force (RNZAF) P-3K2 Orion and a Royal New Zealand Navy (RNZN) frigate to the Persian Gulf in support of coalition maritime security operations.

5.14 CDF exercises full command over all deployed NZDF platforms. Likewise, CDF exercises national command

<sup>15</sup> The NSE may be deployed in direct support of an SNO, or under HQJFNZ control in support of a number of in-theatre missions.



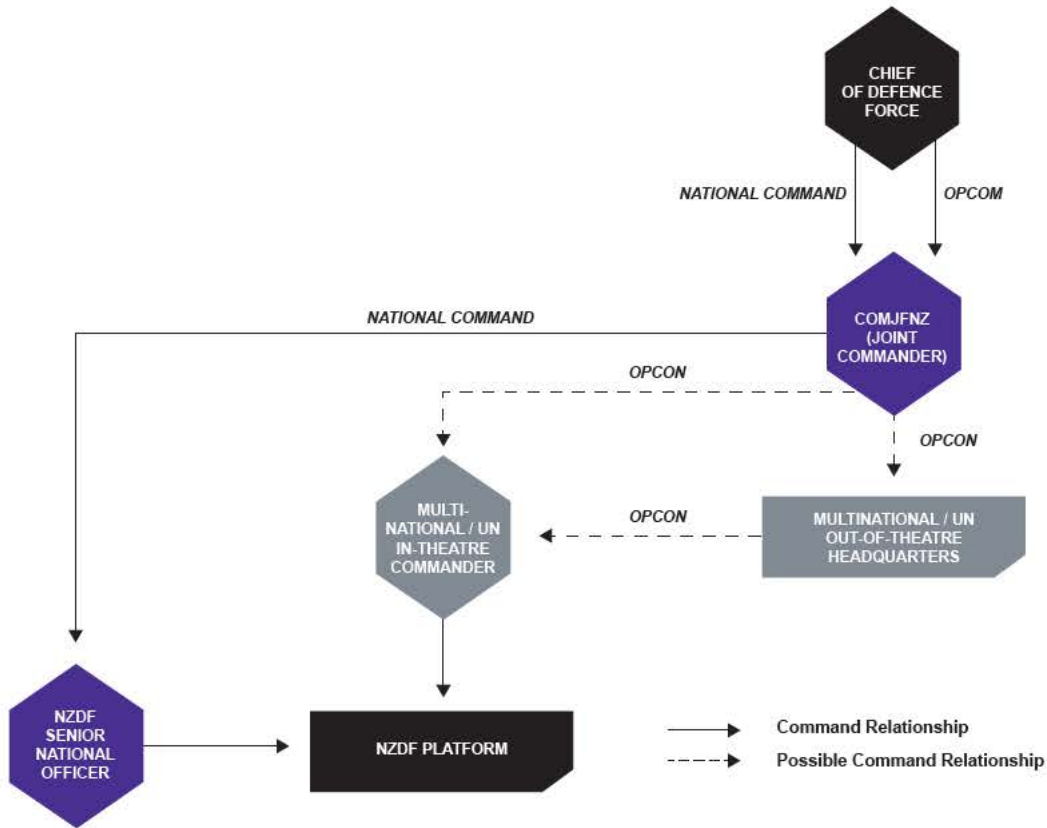


Figure 5-4: Command and control arrangement for deployed New Zealand Defence Force platforms.

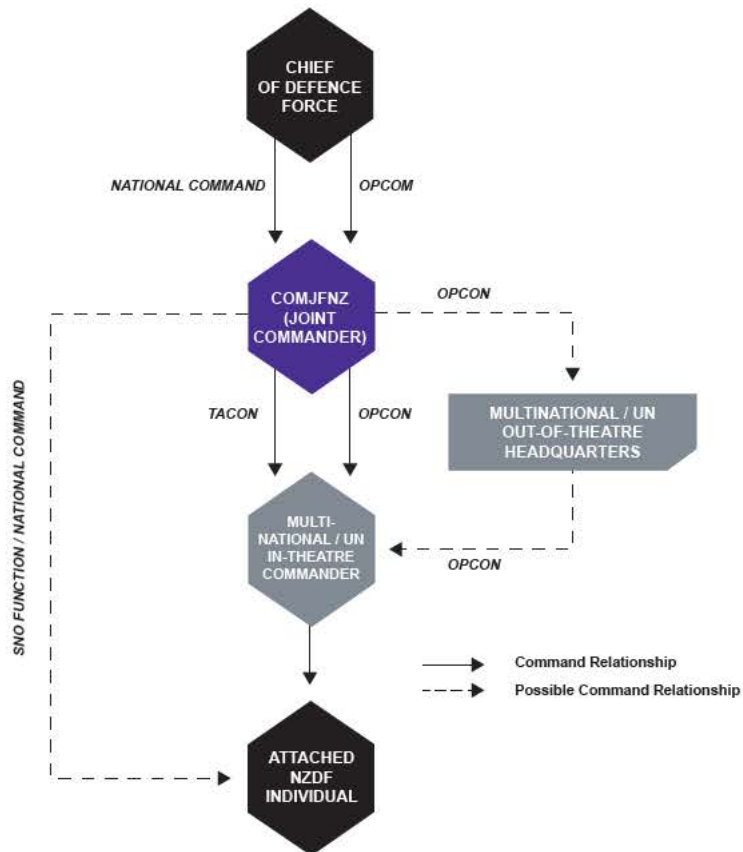


Figure 5-5: Command and control arrangements for New Zealand Defence Force individuals attached to United Nations or multinational operations.



Figure 5-6: The New Zealand Defence Force may be required to conduct an independent operation or lead a multinational force.

over deployed NZDF platforms through COMJFNZ. This authority is exercised on the advice of a deployed SNO, who reports back to COMJFNZ according to the responsibilities outlined in the SNO directive. In these single-platform deployments, the commander of the platform usually fulfils the SNO function too.

5.15 CDF assigns OPCOM of a deployed NZDF platform to COMJFNZ. COMJFNZ will in turn assign the NZDF platform to an in-theatre multinational / UN commander or an out-of-theatre multinational / UN headquarters at a lower command status, usually either OPCON or Tactical Control (TACON). If OPCON is first passed to an out-of-theatre multinational / UN headquarters, OPCON would need to be passed to an in-theatre multinational / UN commander or headquarters. OPCOM authority is usually specified in an operational directive and is unique to that particular operation.

### Individual Attachment to United Nations or Multinational Operations

5.16 The NZDF regularly deploys individual attachments to organisations such as the UN, or to ad hoc coalitions or multinational forces: for example, the NZDF provides one staff officer and two military observers to the United Nations Mission in South Sudan (UNMISS).

5.17 CDF exercises full command over those NZDF personnel deployed on individual operational attachments. CDF also exercises national command over such individuals, through COMJFNZ. As with deployments involving NZDF contingents and platforms, CDF's authority over deployed NZDF individuals attached to multinational or UN operations

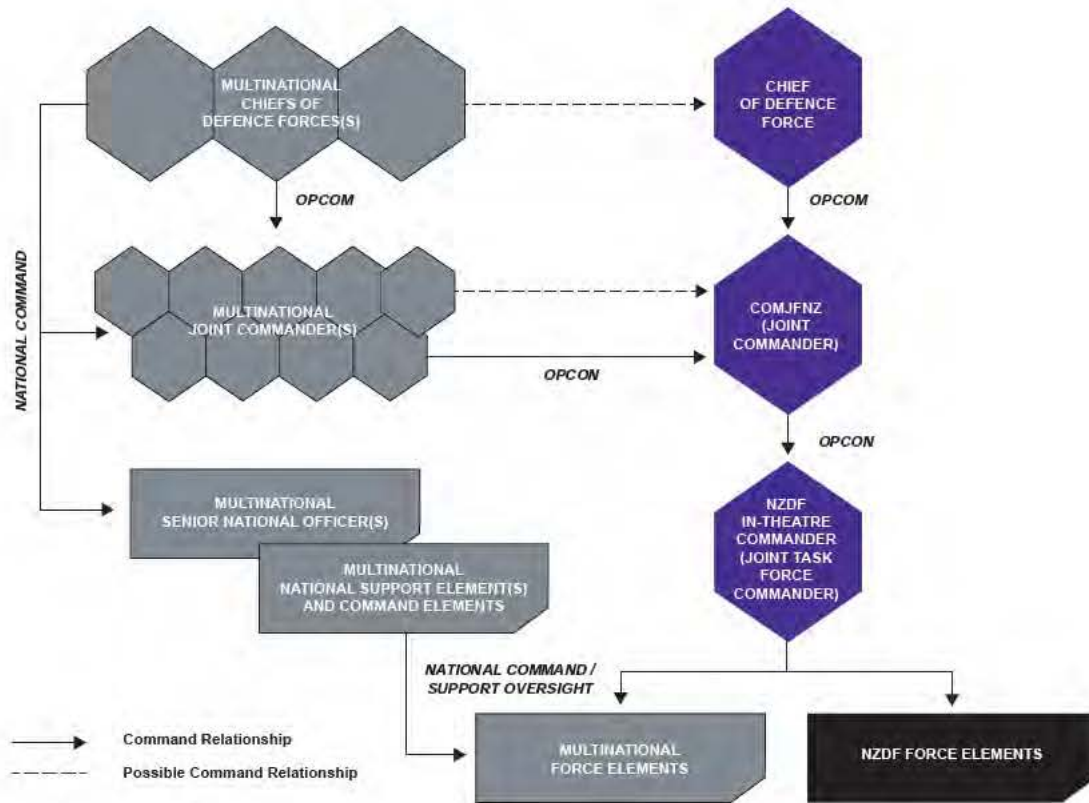


Figure 5-7: Command and control arrangements for New Zealand Defence Force-led operations.

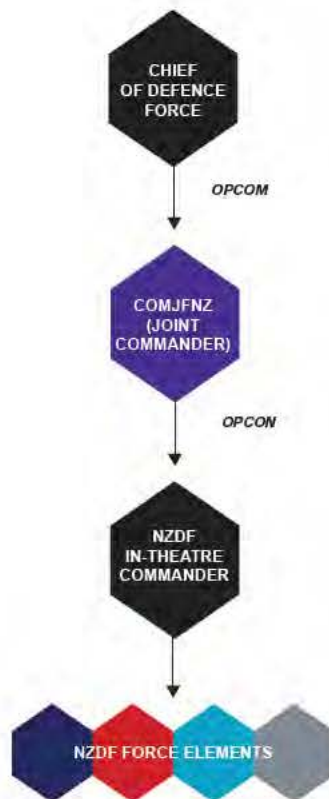


Figure 5-8: Command and control arrangements for independent New Zealand Defence Force operations.

is usually exercised on the advice of a deployed SNO.<sup>16</sup> On these deployments the NZDF individuals attached to a multinational or UN headquarters may also fulfil a SNO function.

5.18 CDF assigns OPCOM of NZDF individuals attached to multinational/UN operations to COMJFNZ. In turn, COMJFNZ generally assigns either OPCON or TACON of attached NZDF personnel to an in-theatre subordinate mission or commander. The assigning of TACON enables an in-theatre commander or mission to exercise day-to-day control of the deployed NZDF individuals.

5.19 COMJFNZ may assign OPCON of attached NZDF personnel to an out-of-theatre headquarters—whether it be the UN headquarters in New York or a multinational force headquarters. If OPCON is passed to an out-of-theatre multinational/UN headquarters, it subsequently needs to be passed to an in-theatre multinational/UN commander or headquarters.

## New Zealand Defence Force Led or Independent Operations

5.20 The NZDF may be required to lead a multinational coalition, or conduct an independent operation. Such operations will most likely be conducted in the Pacific and could represent the most challenging operations for the NZDF.

5.21 The NZDF's leadership of a multinational force or conduct of an independent operation brings with it unique responsibilities. Whilst it is beyond the parameters of this publication to explore such responsibilities in depth, the leadership of the multinational force will require the will, capability, competence, and influence to provide the essential elements of political consultation required in a military operation. It is also expected that the leadership of the multinational force will also have the capability and competence to provide the essential elements required for the planning, mounting, and execution of the military operation. In particular, this involves

providing the framework for the force-level aspects of C2, theatre intelligence structures, logistics, and personnel. In an independent NZDF operation, the NZDF will clearly be required to shoulder the burden of such responsibilities itself.

## Command Arrangements on Operations

5.22 The C2 arrangements for NZDF-led and independent NZDF operations are broadly similar. In the event that New Zealand undertakes operations without coalition partners, the C2 arrangements will be much simpler. Therefore, the C2 arrangements outlined in this section apply to both these types of operations. Differences in the functional command arrangements that emerge between these operations by virtue of the presence or absence of coalition forces.

5.23 For NZDF-led and independent NZDF operations, CDF retains full command over a NZDF force element. CDF will assign OPCOM of deployed NZDF force elements to COMJFNZ. For both these types of operations, COMJFNZ will fulfil the function of the Joint Commander.<sup>17</sup> COMJFNZ will assign OPCON of NZDF and (for NZDF-led operations) coalition force elements to an in-theatre commander: designated joint task force commander (JTF Comd) for either NZDF-led or independent NZDF operations. The JTF Comd will normally be a lead NZDF environmental commander: this could be either a component commander from HQJFNZ, commander of the Deployable Joint Interagency Task Force (DJ ATF), or other suitable commander.<sup>18</sup>

5.24 HQJFNZ will perform the function of the lead operational-level headquarters for both NZDF-led coalition and independent NZDF operations. An in-theatre headquarters staff will also be deployed to support the JTF Comd. As the national command function is redundant in these types of operations, neither an NCE/NSE nor a deployed SNO is required. However, there could be a

<sup>16</sup> For example, in 2011 in Timor Leste the New Zealand SNO oversaw several NZDF force elements including two UN Military Observers.

<sup>17</sup> As noted in Chapter 2: *The New Zealand Defence Force Command Structure*, the joint commander, appointed by the CDF exercises the highest level of operational command of forces assigned with specific responsibility for deployments, sustainment, and recovery. In the NZDF, this function is normally fulfilled by COMJFNZ.

<sup>18</sup> As noted in Chapter 2: *The New Zealand Defence Force Command Structure*, the joint task force commander is the operational – and probably deployed – commander of a nominated joint force, normally exercising this authority at OPCON.

## Real Life Example

### New Zealand Defence Force contribution to the Bamyan Provincial Reconstruction Team

NZDF FE (OP CRIB) assumed leadership of the Bamyan Provincial Reconstruction Team (PRT) in August 2002. In 2010, as part of the overall transition to Afghan leadership, MFAT appointed a civilian 'director' to become the leader of the Bamyan PRT. The military commander was appointed the Senior Military Advisor (SMA) of the PRT and was placed in support of the PRT Director. The operation continued to be conducted within the NATO led International Security Assistance Force (ISAF), with the Bamyan PRT operating within Regional Command – East under Combined Task Force (CTF) Patriot. OP ARIKI was the overarching task group for all NZDF force element within Afghanistan, including OP CRIB. SNO ARIKI was also a senior staff officer within HQ ISAF. The C2 arrangements for OP CRIB under civilian leadership have been as follows.

- CDF retains full command
- COMJFNZ has OPCOM
- SNO OP ARIKI has national command
- HQ ISAF has OPCON
- Regional Command-East has TACON
- PRT Director has OP CRIB force element in direct support.

requirement for force logistics group to control logistics support for the deployed force.

5.25 For NZDF-led operations, coalition partners will typically assign force elements to the Joint Commander (usually COMJFNZ) under a suitable command authority, usually either OPCON or TACON. National command will remain with the contributing nation(s) and an NCE and/or an SNO may be deployed similar to NZDF practices.

### A New Zealand Defence Force Contingent within a Civilian-Led Mission

5.26 A range of operational contexts from conflict prevention through to stability and support and even counterinsurgency operations may require an NZDF contingent or force element to be employed within a Government of New Zealand mission under civilian leadership (such as the Ministry of Foreign Affairs and Trade (MFAT) leadership). In such a case the civilian leader would be responsible for the mission's objectives, with the military commander responsible to the mission leader for military and security-related outcomes.

5.27 For deployed NZDF contingents, CDF retains full command over all NZDF force elements. In addition, CDF exercises national command over deployed NZDF contingents through COMJFNZ. This authority is exercised with the advice of a deployed SNO, who usually works from an in-theatre headquarters and reports to COMJFNZ according to the responsibilities outlined in a SNO directive.

5.28 CDF assigns the NZDF force elements at OPCOM to COMJFNZ. COMJFNZ will usually assign the force elements to a JTF Comd who would then be placed in direct support to the New Zealand missions civilian leader.

### Participation in Domestic Tasks

5.29 Domestic tasks consist of both formally pre-planned and unplanned operations that the NZDF undertakes in support of specific New Zealand government departments and agencies. Domestic tasks range from support to patrol New Zealand's exclusive economic zone, operational support in Antarctica and the South West Pacific, and emergency response tasks in support of national emergencies, search and rescue, and the New Zealand Police.

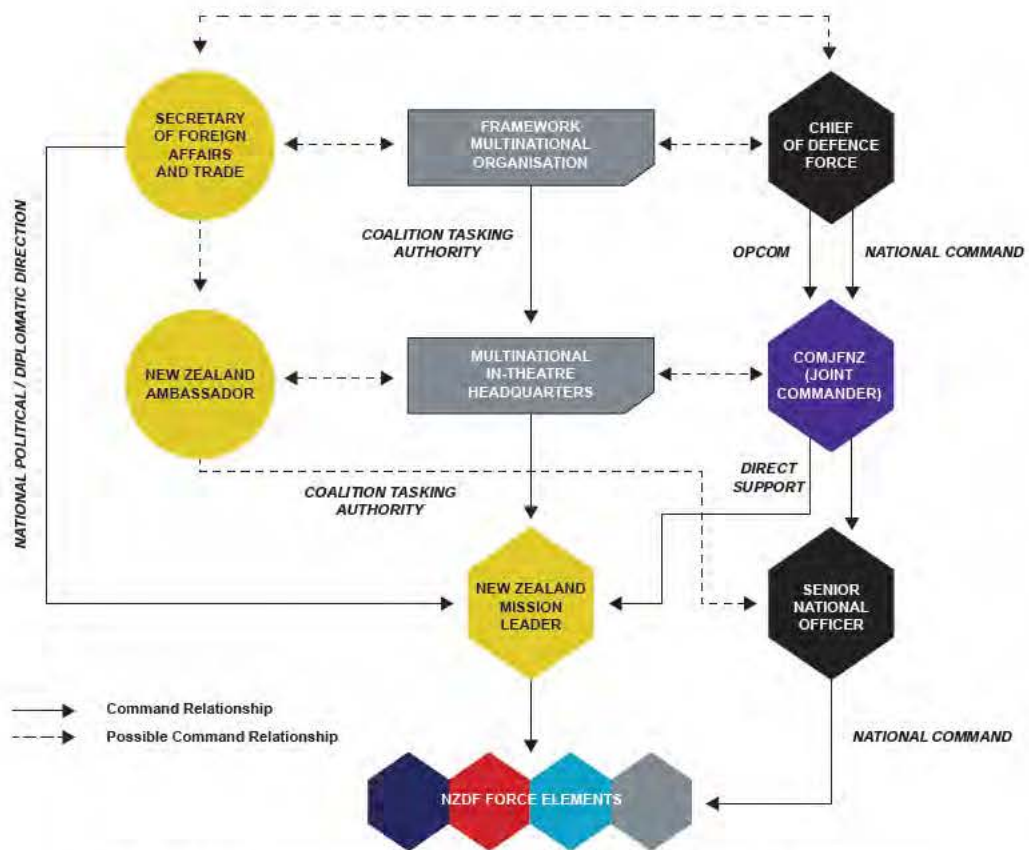


Figure 5-9: Command and control arrangements for a civilian-led mission.

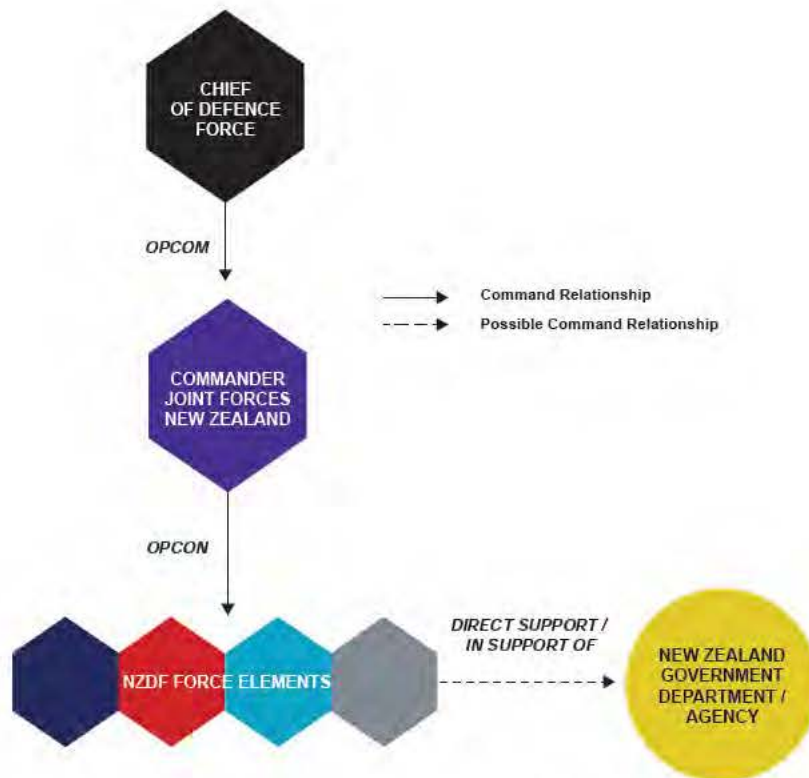


Figure 5-10: Command and control arrangements for NZDF force elements participating in domestic search and rescue tasks.

## Chapter 5

5.30 This section outlines the types of C2 arrangements that exist for the NZDF's conduct of domestic tasks. As the NZDF conducts a range of activities under the domestic task category, there is no generic C2 template. For the purposes of this publication, search and rescue operations and assistance in national emergencies are used as examples of the types of C2 arrangements present when the NZDF undertakes domestic tasks. These examples are used because they provide a good indication of the varied types of domestic tasks the NZDF regularly conducts.

5.31 For domestic tasks, CDF retains full command of the NZDF. Domestic tasks are usually commanded by COMJFNZ, with the force elements usually assigned OPCOM to COMJFNZ. The Service chiefs have residual command over their respective Services force elements.

5.32 COMJFNZ then assigns force elements in support of or in direct support to the relevant New Zealand government agency or department. This arrangement does not provide the agency/department with a command authority over NZDF elements. Liaison relationships are established either through HQJFNZ J3 staff or assigned force elements, as appropriate. Supported agencies will normally be consulted before resources are released or withdrawn for other tasking.

## Search and Rescue

5.33 An example of this relationship is the use of RNZAF helicopters used on domestic search and rescue operations. Such operations, when on land, are conducted in concert with the New Zealand Police and when conducted in the maritime environment are likely to be in conjunction with NMCC. CDF assigns the RNZAF force elements to COMJFNZ at OPCOM. COMJFNZ tasks elements in direct support of the New Zealand Police, which may request the assigned resources directly from HQJFNZ, in accordance with the memorandum of understanding.

## National Emergencies

5.34 Under Section 9 of the Defence Act, the NZDF is authorised to assist the civil power in times of domestic emergency. The Civil Defence Emergency Management

(CDEM) Act (2002) is the legal authority for the declaration of an emergency requiring national emergency management measures.

5.35 The National Emergency Management Agency (NEMA) employs the coordinated incident management system (CIMS) structure in dealing with emergencies, alongside which the NZDF must operate when participating in such tasks. At the top of the command hierarchy for NEMA activities sits the Prime Minister and Cabinet; below it is the Official Domestic and External Security Coordination (Emergencies) Committee (ODESC (E)). This body is chaired by the Chief Executive of the Department of Prime Minister and Cabinet and includes CDF; the Director of CDEM; the Commissioner of Police; the Chief Executive of the New Zealand Fire Service; and the chief executives of other government departments as the situation requires.

5.36 **National Emergency Management Agency Command Arrangements.** The Director NEMA is the principal central government executive responsible for the direction and coordination of emergency management within New Zealand. The Director NEMA may delegate authority to a national controller (NC) for the operational response to a national emergency. This empowers the NC to exercise operational oversight over other government agencies for the NEMA response. The NC establishes a national emergency operations centre and may assign tasks accordingly. The NC will liaise directly with COMJFNZ.

5.37 The NEMA Group Coordinator controls the activities of NEMA groups. These are groups of local authorities, based on regional boundaries, whose role is to effectively manage local and regional risks by coordinating their community response to the emergency. At the local level, the Group Controller allocates tasks to supporting community and other government agencies and will liaise directly with any NZDF joint task force commander (JTF Comd). NZDF force elements are usually tasked in direct support to the NEMA groups.

5.38 **New Zealand Defence Force Command Arrangements.** In the event of a national or regional emergency, COMJFNZ will determine tasking and priorities for NZDF force elements in accordance with CDF directions. If required, COMJFNZ will coordinate NZDF assistance to

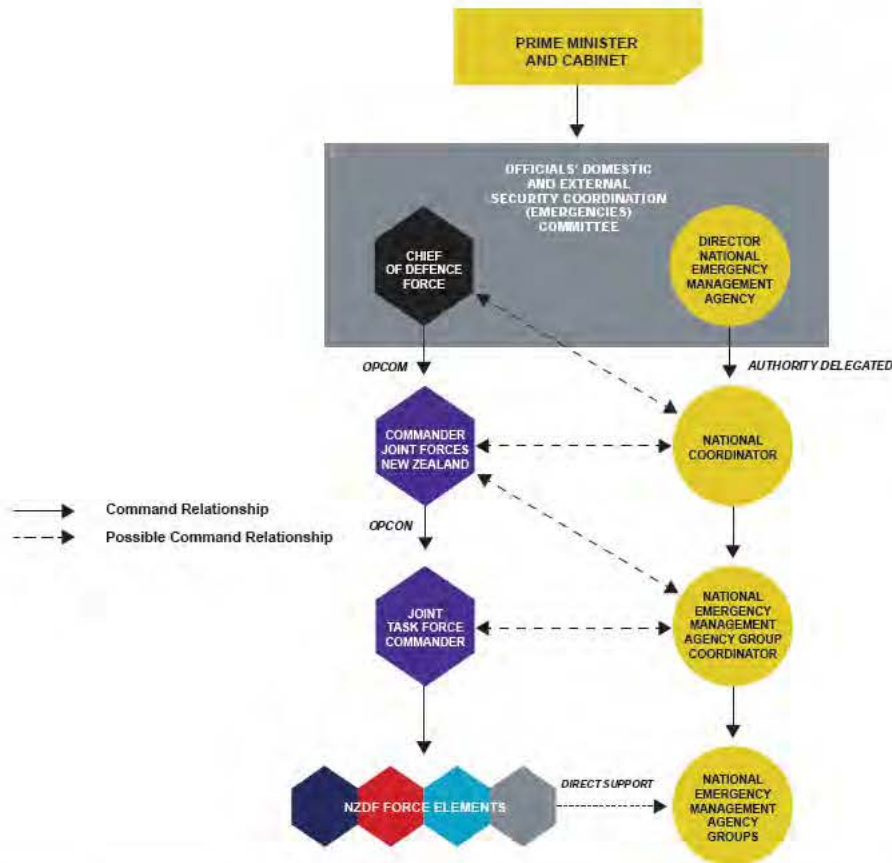


Figure 5-11: Command and control arrangements for NZDF force elements participating in Civil Defence emergencies.

more than one emergency event. In exercising OPCOM, COMJFNZ also retains the responsibility for liaison with an appointed civilian national controller, who has operational oversight for government departments/agencies participating in NEMA tasks. Likewise, COMJFNZ is to provide liaison to NEMA groups when these are activated.

5.39 For local or small-scale emergency response tasks, command arrangements are similar to those of search and rescue. Formation/base commanders have delegated authority to liaise directly with NEMA authorities.

5.40 The Service chiefs retain full command of their force elements when they participate in domestic emergency initiatives. However, the joint service plan for national emergencies requires the Service chiefs to be prepared to attach additional force elements to COMJFNZ at OPCOM. CDF may allocate additional resources to COMJFNZ as required, generally following consultation with the relevant Service Chief.

5.41 COMJFNZ will likely assign NZDF force elements

at OPCOM to one or more subordinate commanders, who would be appointed as JTF Comd(s). The JTF Comd will exercise OPCOM by directing assigned NZDF force elements to accomplish specific national emergency tasks, in concert with the relevant government departments and agencies. Assigned NZDF force elements will likely be tasked in direct support to NEMA groups. Accordingly, the NEMA Group Controller does not have a command authority over NZDF force elements used in national emergency tasks. The NEMA Group Controller may directly request assistance from the JTF Comd and will normally be consulted before resources are released or withdrawn for other tasking.

5.42 COMJFNZ, or an appointed JTF Comd, coordinates any deployment of NZDF resources in concert with the NEMA Group Controllers, a national emergency operations centre, or both. Therefore, the JTF Comd is responsible for liaising with NEMA Group Controllers, either directly or through an attached NZDF liaison officer. NZDF force elements are not assigned below the JTF Comd, and the supported government agency has no command relationship over the NZDF force elements.



## GLOSSARY

### Terms and Definitions

All terms and definitions are from the New Zealand Supplement to AAP—06 unless otherwise indicated.

#### Administrative Control

Direction or exercise of authority over subordinate or other organisations in respect to administrative matters such as personnel management, support services, and other matters not included in the operational missions of the subordinate or other organisations. Also called AC.

#### Cabinet

Cabinet is the central decision-making body of the executive government. It is a collective forum for Ministers to decide significant government issues and to keep colleagues informed of matters of public interest and controversy.

#### Campaign

A controlled series of simultaneous or sequential operations designed to achieve an operational commander's objective, normally within a given time or space.

#### Coalition

An ad hoc arrangement between two or more nations for common action.

#### Combined

Activities, operations, and organisations in which elements of two or more allies participate.

#### Command

The authority that a commander in a military Service lawfully exercises over subordinates by virtue of rank or assignment. Command includes the authority and responsibility for effectively using available resources and for planning the employment of, organising, directing, coordinating, and controlling military forces for the accomplishment of assigned missions. It also includes

responsibility for health, welfare, morale, and discipline of assigned personnel.

#### Command and Control

The process and means for the exercise of authority over, and lawful direction of, assigned forces.

#### Command and Control System (adapted from AAP—06)

An assembly of equipment, methods, procedures and personnel that enables commanders and their staffs to exercise command and control. Also called C2 System.

#### Commander's Intent

A formal statement, usually in the concept of operations or general outline of orders, given to provide clear direction on the commander's intentions.

#### Component

Force elements grouped under one or more component commanders subordinate to the operational-level commander.

#### Concept of Operations

A clear and concise statement of the line of action chosen by a commander in order to accomplish their mission. Also called CONOPS.

#### Control

The authority exercised by a commander over part of the activities of subordinate organisations, or other organisations not normally under their command, which encompasses the responsibility for implementing orders or directives. All or part of this authority may be transferred or delegated.

#### Coordinating Authority

The authority granted to a commander or individual assigned responsibility for coordinating specific functions or activities involving forces of two or more countries or commands, or two or more Services, or two or more forces of the same Service. They have the authority to require consultation between the agencies involved or their representatives, but does not have the authority to

compe agreement. n case of disagreement between the agencies invo ved, they shou d attempt to obtain essentia agreement by discussion. n the event they are unab e to obtain essentia agreement, they sha refer the matter to the appropriate authority.

### **Direct Liaison Authorised**

Direct iaison authorised is that authority granted by a commander to a subordinate to consu t direct y or to coordinate an action with a command or agency within or outside of the granting command. A so ca ed D RLAUTH.

### **Direct Support**

The support provided by a force e ment or formation not attached to or under command of the supported e ment or formation, but required to give priority to the support required by that e ment or formation. Re ated term: in support of.

### **End-State**

The set of desired conditions that wi achieve the strategic objectives.

### **Force Element**

A unit that direct y contributes to the de ivery of an NZDF output expense, e.g. a Navy frigate, Army infantry company, or Air Force squadron. A so ca ed FE.

### **Full Command**

The mi itary authority and responsibi ity of a commander to issue orders to subordinates. t covers every aspect of mi itary operations and administration and exists on y within nationa Services.

Note: the term 'command', as used internationa y, imp ies a lesser degree of authority than when it is used in a pure y nationa sense. No coa ition commander has fu command over the forces assigned to him/her since, in assigning forces to a coa ition, nations wi de egate on y operationa command or operationa contro .

### **Governance**

Corporate governance is the process and structures for overseeing the strategic direction and management

so that the department carries out its mandate and objectives effective y.

### **In Support Of**

Term designating the support provided to another force e ment, formation, or organisation, whi e remaining under the initia command.

### **Interoperability**

The abi ity of systems, units, or forces to provide services to, and accept services from, other systems, units, or forces and to use the services so exchanged to enab e them to operate effective y together.

### **Joint**

Activities, operations, organisations, and so on, in which e ements of more than one Service of the same nation participate.

### **Joint Commander**

The joint commander, appointed by the Chief of Defence Force (CDF), exercises the highest eve of operationa command of forces assigned with specific responsibi ity for dep oyment, sustainment, and recovery. A so ca ed JT Comd.

### **Joint Force**

A force that is composed of e ements of the Navy, Army, and Air Force, or two or more of these Services, operating under a sing e commander.

### **Joint Force Commander**

A commander authorised to exercise operationa command or contro over a joint force.

### **Joint Service Plan**

A strategic- eve p an detai ing how the NZDF wi react to a particu ar contingency in the event that it arises. A so ca ed JSP.

### **Joint Task Force**

A force composed of assigned or attached e ements of the Navy, Army, and Air Force, or two or more of these

## Introduction

Services, which is constituted and so designated by a designated higher authority, including the commander of a unified command, a specified command, or an existing joint task force. A so-called JTF.

### Joint Task Force Commander

The operationally—and probably deployed—commander of a nominated joint force, normally exercising this authority under operational control. A so-called JTF Comd.

### Lead Nation

A nation with the will, capability, competence, and influence to provide the essential elements of political consultation and military leadership to coordinate the planning, mounting, and execution of a coalition military operation.

Note: Within the overarching organisational framework provided by the lead nation, other nations participating in the coalition may provide and/or coordinate specific critical sub-functions of the operation and its execution, based on national capability. These constructs may apply at the strategic, operational, and/or tactical levels.

### Local Administration

Administration controlled by a local commander and related specifically to the troops in their area or to the operation in their area.

### Mission Command

Mission command is a philosophy of command and a system for conducting operations in which subordinates are given a clear indication by a superior of their intentions, the result required, the task, the resources, and any constraints are clearly enunciated; however, subordinates are allowed the freedom to decide how to achieve the required result.

### Multinational (AAP—06)

Adjective used to describe activities, operations, and organisations in which elements of more than one nation participate.

### National Command

A command that is organised by, and functions under the authority of, a specific nation.

### Operation

A military action or the carrying out of a strategic, tactical, service, training, or administrative military mission; the process of carrying on combat, including movement, supply, attack, defence, and manoeuvres needed to gain the objectives of any battle or campaign.

### Operational Command

The authority granted to a commander to assign missions or tasks to subordinate commanders, to deploy and reassign force elements, and to retain or delegate operational control, tactical command, and/or tactical control as may be deemed necessary. It does not of itself include responsibility for administration or logistics. A so-called OPCOM.

### Operational Control

The authority delegated to a commander to direct assigned force elements so that the commander may accomplish specific missions or tasks which are usually limited by function, time, or location; deploy force elements concerned; and retain or delegate tactical control of those elements. It does not include authority to assign separate employment of components of the force elements concerned. Neither does it, of itself, include administrative or logistic control. A so-called OPCON.

### Operational Level of Capability

The level of capability that a force element needs to reach in order to carry out its military tasks effectively. A so-called OLOC.

### Operation Instruction

An operation instruction indicates the commander's intention and possibly their overall plan of action, but leaves the detailed course of action to the subordinate commander. A so-called OPINST.

### Operation Order

A directive, usually formal, issued by a commander to subordinate commanders for the purpose of effecting the

coordinated execution of an operation plan. A so called OPORD.

### Reach-Back

A force element's ability to access military and non-military support from the most appropriate source outside its designated area of operations.

### Senior National Officer

An appointed officer who exercises national command over the deployed NZDF force elements and is the conduit back to New Zealand on tactical incidents, operational developments, media issues, and matters of support to and the force protection of the New Zealand deployed contingent. A so called SNO.

### Supported Commander

A commander having primary responsibility for a aspects of a task assigned by a higher military authority and who receives forces or other support from one or more supporting commanders.

### Supporting Commander

A commander who provides a supported commander with forces or other support and/or who develops a supporting plan.

### Senior National Representative

An appointed officer of a deployed subordinate national task unit or task element who is delegated specific responsibilities from the senior national officer including national oversight, representation, administration and support duties without being appointed a tasking authority or authority to exercise national command.

### Tactical Command

The authority delegated to a commander to specify tasks to force elements under their command for the accomplishment of the mission specified by higher authority. A so called TACOM.

### Tactical Control

The detailed and usually local direction and control of movements or manoeuvres necessary to accomplish

missions or tasks assigned. A so called TACON.

### Technical Control

The specialised or professional guidance and direction exercised by an authority in technical (professional) matters.

### Theatre

A designated geographic area for which an operational - even joint or combined commander is appointed and in which a campaign or series of major operations is conducted. A theatre may contain one or more areas of operation.

### Unconventional Warfare

A general term used to describe operations conducted for military, political, or economic purposes within an area occupied by the enemy and making use of the local inhabitants and resources.

## Introduction

**Acronyms and Abbreviations**

		COO	Chief Operating Officer
AAP	Aligned Administrative Publication	COS	Chief of Staff
AC	Administrative Control	COP	Common Operating Picture
ADDP	Australian Defence Doctrine Publication	CPO	Chief People Officer
ADF	Australian Defence Force	CT	counter-terrorist
ADFP	Australian Defence Force Publication	CTF	Combined Task Force
ADMCON	Administrative Control (United Nations)	DCOMJFNZ	Deputy Commander Joint Forces New Zealand
AJP	Aligned Joint Publication	DFMG	Defence Force Management Group
C2	Command and Control	DFSG	Defence Force Strategy Group
C2S	Command and Control System	DIRLAUTH	Direct Liaison Authorised
C2CS	Command, Control, and Communication System	DJATF	Deployment Joint Interagency Task Force
CA	Chief of Army	DLC	Defence Logistics Command
CAF	Chief of Air Force	EEZ	Exclusive Economic Zone
CDEM	Civil Defence Emergency Management	FC	Force Commander
CDF	Chief of Defence Force	FE	Force Element
CD	Chief Defence Intelligence	HQ	Headquarters
CJDS	Chief Joint Defence Services	HQ SAF	Headquarters International Security Assistance Force
CDSG	Chief Defence Strategy and Governance	HQJFNZ	Headquarters Joint Forces New Zealand
CFO	Chief Financial Officer	HQNZDF	Headquarters New Zealand Defence Force
CIMS	Coordinated Incident Management System	CT	Information and Communications Technology
CIS	Communication and Information Systems	SR	Intelligence, Surveillance, and Reconnaissance
CJSS	Common Joint Staff System	J0	Joint Command
CIMC	Civilian-military Cooperation	J1	Joint Personnel
CMO	Chief Military Observer	J2	Joint Intelligence
CN	Chief of Navy	J3	Joint Operations
CONOP	Concept of Operations	J4	Joint Logistics
COMJFNZ	Commander Joint Forces New Zealand	J5	Joint Plans
COMLOG	Commander Logistics	J6	Joint Communication and Information Systems
COA	Course of Action	J7	Joint Training

J8	Joint Evaluation and Development	SNO	Senior National Officer
J9	Joint Finance	SNR	Senior National Representative
JDP	Joint Doctrine Publication	SO	Special Operations
JM	Joint, Interagency, and Multinational	SOCC	Special Operations Component Commander
JPOE	Joint Intelligent Preparation of the Operational Environment	SOF	Special Operations Forces
JP	Joint Publication	SOFA	Status of Forces Agreement
JTF	Command Joint Task Force Commander	SOP	Standard Operating Procedures
LO	Liaison Officer	TACOM	Tactical Command
LOGSUPT	Logistics Support (United Nations)	TACOMD	Tactical Command (Australia)
MFAT	Ministry of Foreign Affairs and Trade	TACON	Tactical Control
MFO	Multinational Force and Observers	TCC	Troop Contributing Country
MoD	Ministry of Defence	UN	United Nations
NATO	North Atlantic Treaty Organisation	UNAMA	United Nations Assistance Mission in Afghanistan
NC	National Controller	UNAM	United Nations Assistance Mission for Iraq
NCE	National Command Element	UW	Unconventional Warfare
NSE	National Support Element	VCDF	Vice Chief of Defence Force
NZDF	New Zealand Defence Force		
ODESC(E)	Official Domestic and External Security Committee (Emergencies)		
OGA	Other Government Agencies		
OLOC	Operational Level of Capability		
OPCOM	Operational Command		
OPCOMD	Operational Command (Australia)		
OPCON	Operational Control		
RAMS	Regional Assistance Mission to Solomon Islands		
RNZAF	Royal New Zealand Air Force		
RNZN	Royal New Zealand Navy		
ROE	Rules of Engagement		
SASO	Stability and Support Operations		

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