



New Zealand Defence Doctrine Publication

COMMAND AND CONTROL

NZDDP-00.1 (SECOND EDITION)

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New Zealand Defence Force Publication *Command and Control* (NZDDP-00.1) (2nd Edition) is issued for use by the New Zealand Defence Force and is effective forthwith for guidance in defence doctrine.



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May 2016

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PREFACE

Purpose

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

Scope

NZDDP–00.1 *Command and Control* 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 focuses on outlining NZDF command arrangements and definitions at the operational level. 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 likely 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 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: *States of Command* 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.

Linkages

Multinational Joint Doctrine. This publication draws on the joint command and control doctrine of a number of New Zealand's traditional and most likely military partners, thus increasing understanding and interoperability with the armed forces of Australia, Canada, the North Atlantic Treaty Organisation (NATO), the United Kingdom, and the United States. As some sources and references may be conflicting, the hierarchy of references is Australian Defence Force (ADF) doctrine publications, NATO doctrine publications, British doctrine publications, and United States doctrine publications. In all cases extant NZDF doctrine and definitions have precedence.

New Zealand Joint Doctrine. NZDDP-00.1 flows directly from NZDDP-D *New Zealand Defence Doctrine*. It is the New Zealand authority for the C2 of joint operations, and should be read in conjunction with its equivalents in other series. The reader should consult the following publications, which are closely linked with and complement this publication.

- NZDDP-D *New Zealand Defence Doctrine*
- NZDDP-1.0 *Personnel*
- ADDP 2.0 *Intelligence* and its New Zealand Supplement
- NZDDP-3.0 *Campaigns and Operations*
- NZDDP-4.0 *Defence Logistics*
- NZDDP-5.0 *Joint Operations Planning*

In addition, NZDDP-00.1 links into a series of more detailed publications that sit at the application and procedural levels of the joint doctrine hierarchy, such as NZDDP-06.1 *Rules of Engagement* (2nd Edition).

ACKNOWLEDGEMENTS

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

- AAP-6 (2013) *NATO Glossary of Terms and Definitions*, April 2013, NATO Standardization Agency, Brussels, Belgium
- AC 71819 *Land Operations*, May 2005, Directorate General Development and Doctrine, United Kingdom
- ADDP 00.1 *Command and Control*, May 2009, Australian Defence Force Warfare Centre, Canberra, Australia
- ADFP 04.1.1 *Glossary*, 1994, Australian Defence Headquarters, Canberra, Australia
- AJP-01(D) *NATO Allied Joint Doctrine*, 2010, NATO Standardization Agency, Brussels, Belgium
- AJP-3(B) *Allied Doctrine for Joint Operations*, March 2011, NATO Standardization Agency, Brussels, Belgium
- CFJP 3.0 *Operations*, July 2010, Canadian Forces Warfare Centre, Ottawa, Canada
- NZDDP–3.0 *Campaigns and Operations* (2nd Edition) January 2015, Headquarters New Zealand Defence Force, Wellington, New Zealand
- NZDDP–D *New Zealand Defence Doctrine* (3rd Edition), June 2012, Headquarters New Zealand Defence Force, Wellington, New Zealand.

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

- Cabinet Office Manual, 2008, Wellington, New Zealand.
- Headquarters Joint Forces New Zealand, Standard Operating Procedure 001: *Organisational and Procedural Principles of the Headquarters*, 20 June 2008, Trentham, New Zealand.
- New Zealand Defence Force, *Statement of Intent 2013–2016*, Wellington, New Zealand.
- NZDDP–00.1 *Command and Control in the New Zealand Defence Force*, 2007.

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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 his/her 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. 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 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. He/she is 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 responsible, in consultation with the 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 the deputy to the CDF with delegated statutory power to act during his/her absence or incapacity.

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, Logistics, Health, and the NZDF Military Police). As a civilian manager the CJDS does not exercise command. The CJDS exercises the normal line 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, as a civilian, is not a commander in the NZDF so does not exercise command. As a civilian manager the CPO exercises the normal line authority that is inherent in that position.

The Chief Financial Officer. The Chief Financial Officer (CFO) is the CDF's principle 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 line authority that is inherent in that position.

The Chief Defence Strategy and Governance. The Chief Defence Strategy & Governance (CDSG) is responsible for the development of pan-NZDF 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. The 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 the 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 all 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 the 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.

Deputy Commander Joint Forces New Zealand. The Deputy Commander Joint Forces New Zealand (DCOMJFNZ) commands HQJFNZ, manages the headquarters' overall Battle Rhythm, and deputises for the COMJFNZ during that commander's absence. The DCOMJFNZ supports the COMJFNZ and the Component Commanders through the efficient and timely management and coordination of HQJFNZ staff functions and by building and maintaining good working relationships with HQNZDF, other agencies, and overseas counterparts.

Introduction

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 the CDF or COMJFNZ for a specified operation or activity, and is responsible for the conduct of operations as directed.

Chapter Three: States of Command

States of Command. The NZDF uses the following states of command 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 states of command, 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' States of Command. The states of command 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 detail 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, single staff officers, small contingents of personnel, and single platforms to large contingents, depending upon the nature of the mission. Command arrangements for deployments depend on the operational situation.

Contingent Deployment to United Nations or Multinational Operations. The CDF retains full command and assigns force elements at operational command to COMJFNZ. The NZDF contingents are then assigned to the multinational force at operational control. 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 operational control of the SNO. The NCE does not command the NZDF contingent.

Deployment of New Zealand Defence Force Platforms. The CDF retains full command and assigns the platforms at operational command 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. The CDF retains full command and assigns the individual at operational command 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, the CDF retains full command over all NZDF force elements. The CDF assigns NZDF force elements at operational command to COMJFNZ. COMJFNZ will in turn place those contingents 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 least likely operations for the NZDF. The CDF retains full command of NZDF force elements and assigns them at operational command to COMJFNZ. COMJFNZ fills the function of the joint commander. The force elements are then assigned to an in-theatre commander – a joint task force commander – at operational control. 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 vary given the diverse nature of tasks under this category. The Service Chiefs retain residual command of their Service force elements, and assign them at operational command to the COMJFNZ for the duration of the domestic task.

CHAPTER 1:

INTRODUCING COMMAND



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Introduction

1.01 The New Zealand Defence Force's (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. Accordingly, this publication is a guide to New Zealand's national command structure, states of command, and operational command arrangements and terminology.

1.02 This publication's primary reference for both structure and content is the Australian Defence Force (ADF) doctrine *ADDP 00.1 Command and Control*. Nevertheless, NZDDP-00.1 also uses a range of sources from New Zealand's traditional and most likely military partners, drawing on the joint doctrine of North Atlantic Treaty Organisation (NATO), Canada, the United Kingdom, and the United States.

1.03 In many instances, NZDF command doctrine differs from those countries listed above; such 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 second edition.

1.04 This publication outlines NZDF joint command arrangements at the strategic, operational, and tactical levels. In doing so, it seeks to inform Service-level command definitions and arrangements.

The Command and Control Relationship

1.05 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 one and the same.

1.06 **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.¹ Decision-making is a prime manifestation of command, as making major decisions is a commander's key duty.

1.07 **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.

1.08 Notwithstanding the obvious overlaps between C2, there are two fundamental differences between terms. Firstly, command is derived from legal authority conferred 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 his/her commander without having any command authority.

¹ 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. (UK Army, AC 71819 *Land Operations*, page 114).

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/her command, which encompasses the responsibility for implementing orders or directives. All or part of this authority may be transferred or delegated.

and improving the organisation. Commanders lead through a combination of example, persuasion, and compulsion. It also involves force 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.

- **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.

1.09 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 his/her staff. Making minor decisions on behalf of the commander, within the commander's intent and competence, is staff's responsibility.
- **Leadership.** Leadership is *the ability to influence people by providing purpose, direction, and motivation while operating to accomplish the mission*



Figure 1-1: The Command Model.²

² UK Army AC 71819 *Land Operations*, page 115.

Principles of Command

1.10 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 NZDF³ adheres are:

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

Unity of Command

1.11 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

1.12 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 all C2 arrangements must be flexible enough to cope with additional subordinate elements, the commander must not be overloaded to the

³ Note the ADF has two additional principles. The first is 'control of significant resources'. This acknowledges that there are some forces or resources that require treatment as significant because of their wide utility but limited availability, or limited expert control cells. Examples include submarines, special forces, and strategic strike aircraft. The second is 'obligation to subordinates'. This acknowledges that ADF commanders are obliged to consider the interests and wellbeing of their subordinates and represent them in the command chain.

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 States of Command](#)), 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 cooperative support would suffice.

Chain of Command

1.13 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

1.14 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. The nature of command delegation is explored further in [Chapter 3 States of Command](#). Delegation means that:

- 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 accountabilities.

Freedom of Action

1.15 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

1.16 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

1.17 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.

1.18 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.

1.19 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 his/her subordinates.

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

1.21 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.

1.22 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.

Effect of Technology

1.23 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 natural tension, also the result of overlapping levels of command, is sometimes referred to as the 'command dilemma' and is covered in more detail in [Chapter 3 States of Command](#).

1.24 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.

1.25 A third effect of increased network visibility on command and leadership is compression of the decision-making cycle. Key western powers are using computing resources to display a common operating picture. Software-aided decision-making tools are used to develop possible courses of action. This technology is developing rapidly. In the future, simultaneous transmission of situation pictures to all levels of the command chain will offer commanders unparalleled visibility of the operational environment. The risk here, though, is that analysis of so much additional data becomes difficult.

1.26 These newly emerging capabilities may support a flatter structure for C2 in the NZDF. Current NZDF C2 arrangements will need to respond to technology by altering 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.

Command, Control, and Communication Systems

1.27 A command, control, and communication system (C2CS) is an integrated system comprised of doctrine, procedures, organisational structure, personnel, equipment, facilities, and communications that provides authorities at all levels with timely and adequate data to plan, direct, and control their activities. With the integration provided by modern C2CS, commanders can achieve higher levels of effectiveness and efficiency in collecting, processing, displaying, storing, and disseminating information. Effective C2 depends on ensuring that the right person has the right information at the right time.

1.28 Military and non-military C2CS can combine to provide the commander with a global-reach capability and access to information from a host of sources. C2CS provide the infrastructure that allows joint forces to manage information and to interface with the other sources of information. C2CS form the architecture that:

- supports the commander and staff in decision-making
- monitors the current situation through the common operational picture in order to integrate and synchronise operations
- coordinates support for joint force operations
- links sensors to shooters and updates weapon systems targeting parameters
- controls decisive, shaping, and sustaining operations as one operation



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

Chapter 1

- shapes the area of interest through support for offensive and defensive information operations.

Benefits of an Effective Command and Control System

1.29 The NZDF Command and Control System consists of people, processes, technology and information that is organised to achieve effective decision making in order to meet the operational outcomes laid down by the Government. The C2 benefits chain is shown in Figure 1-3. Each step has a people, process, technology and information component and is reliant on the effectiveness of the step below it.

1.30 Effective C2 relies on having people and technology to support the five functions (consisting of 20 processes) as shown in Figure 1-4. Visualisation of C2 as a series of processes enables a systems view of the overall process of commanding and controlling and the relationship between its functions and processes. The five functions are:

- **Conduct Joint Intelligence.** This details the processes used to collect, analyse, and disseminate information to facilitate an assessment of the operating environment.

- **Developing Situational Understanding.** This function details the processes used to develop an accurate interpretation of the situation and the likely actions of groups and individuals within it.
- **Conduct Joint Planning.** This details the processes for developing options to combat adversaries and courses of action to achieve mission objectives in the operating environment.
- **Monitor Operations.** This function details the processes necessary to monitor the conduct of operations and reporting operational outcomes.
- **Conduct Command and Control.** This details the processes for executing effective C2 over assigned forces.

Mission Command

1.31 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.⁴ Under mission command, in its simplest

⁴ For further elaboration of the terms 'command' and 'mission command', see NZDDP-D *New Zealand Defence Doctrine* (3rd Edition).

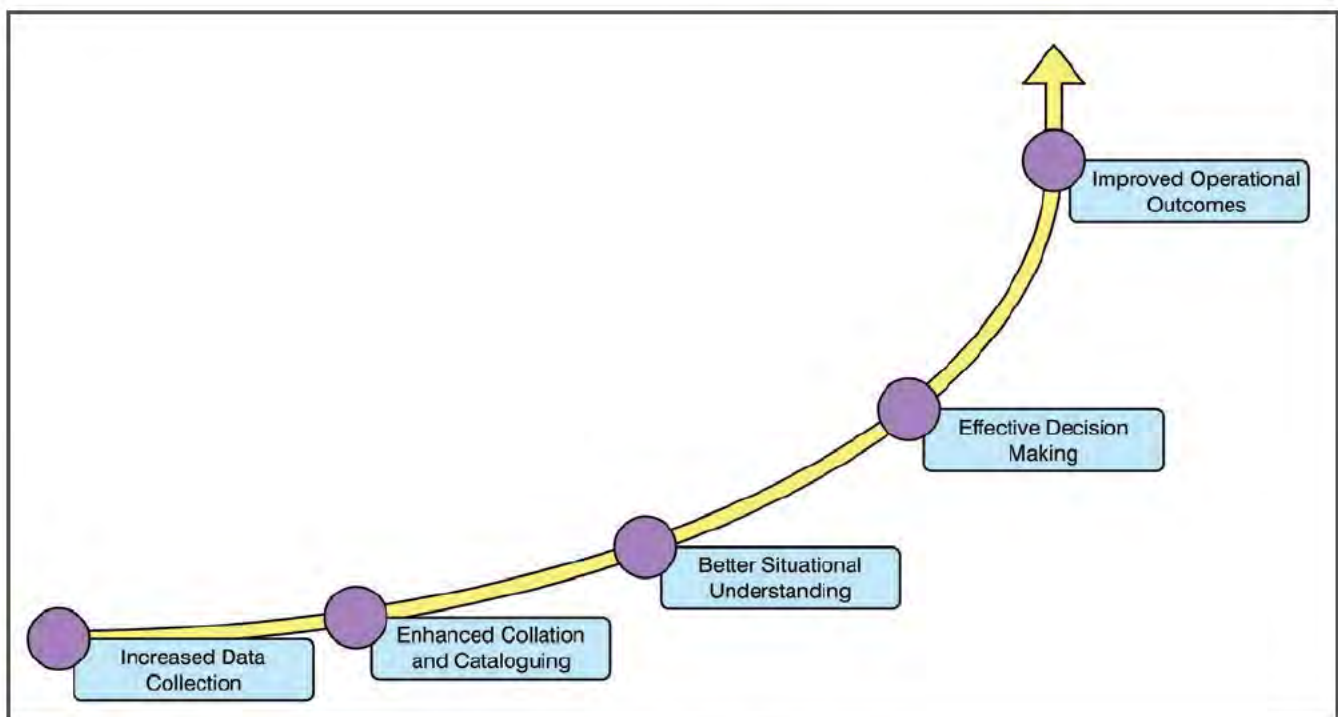


Figure 1-3: Command and Control Benefits.

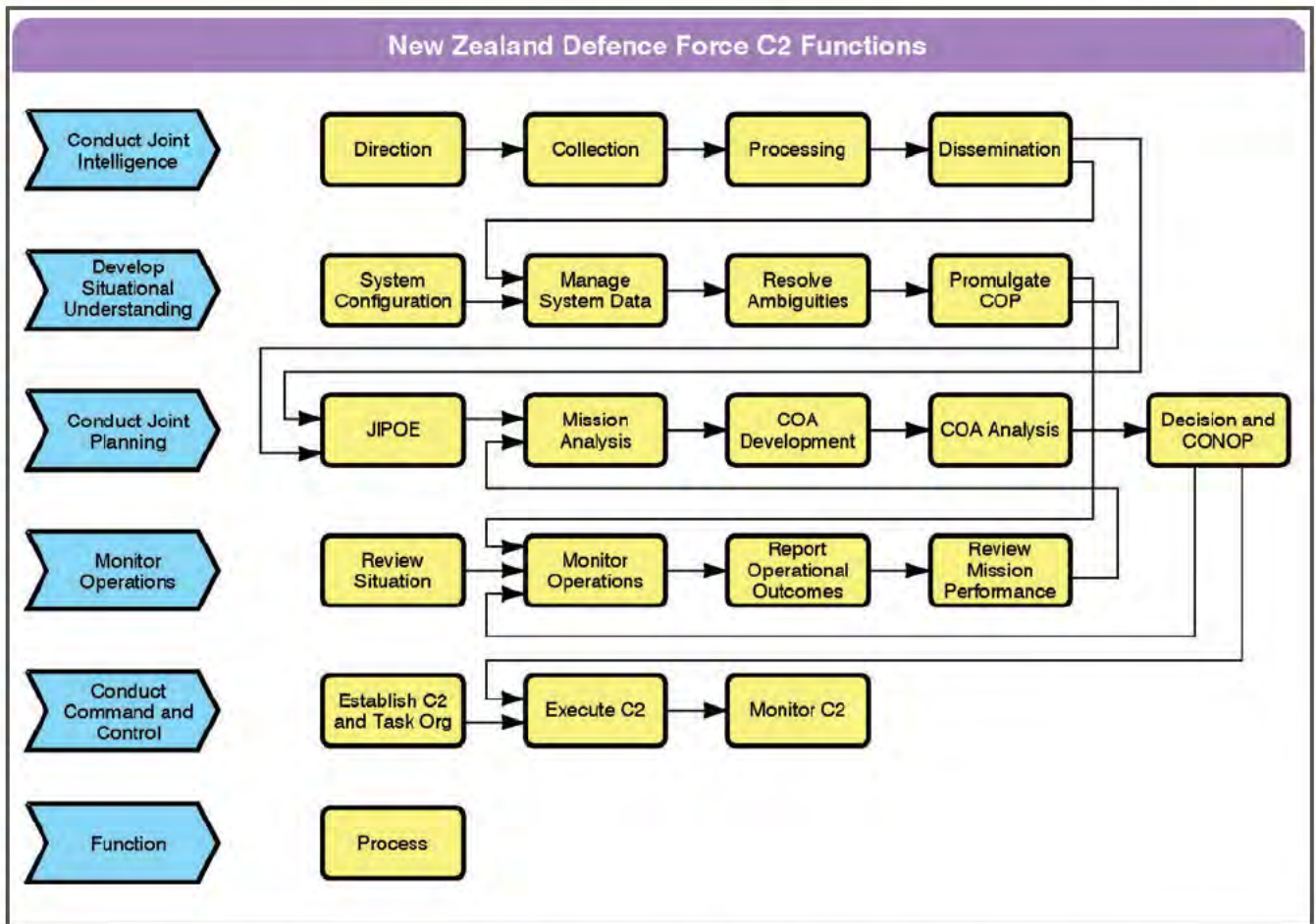


Figure 1-4: New Zealand Defence Force Command and Control Functions and Processes.

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.

1.32 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

1.33 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.
- Subordinates are allocated sufficient resources to carry out their missions.
- A commander uses a minimum of control so as not to unnecessarily limit his/her subordinate's freedom of action.
- Subordinates decide for themselves how best to achieve their missions.

Application of Mission Command

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

1.35 **Learn through Practice.** Mission command requires practice during training for military operations in general, not just for a particular operation. Where practicable, all aspects of professional military life should utilise the mission command philosophy of $Q + P = L$.

- 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.

1.36 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.

1.37 A deeper understanding of what constitutes commander's intent should be the subject of continual 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.

1.38 **Apply Wisely.** 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.

1.39 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.

1.40 **Risk Aversion 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 prudential requirements to ensure force protection are not neglected.

1.41 **Remain Flexible and Adaptable.** 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, compulsion, 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.

1.42 **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.

1.43 **Information Management.** Recent advances in information technology can boost the effectiveness of mission command through expanded and more efficient networking. However, too much information can prove counter-productive, and care must be taken to guard against trying to collect all possible information to inform everyone about everything all the time. Conversely, without enough detail, staff cannot provide effective advice to the commander. The answer is in achieving an appropriate balance and ensuring that sufficient relevant information is collected and passed to the appropriate personnel.



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.

Contemporary Environment and Complexity

Command Arrangement

1.44 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 challenges. 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

1.45 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).

Joint, Interagency, and Multinational

1.46 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 his/her 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.

Levels of Command

1.47 The Chief of Defence Force (CDF) commands the NZDF. Service Chiefs exercise full command of their respective single-Services for all aspects, except where personnel or force elements are assigned to a joint force that is commanded by a designated joint commander. The CDF's command includes, in accordance with government direction, authority to directly conduct operations. In practice, the Commander Joint Forces New Zealand (COMJFNZ) will almost always exercise command of operations on behalf of the CDF.

Strategic Level

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

- **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. The national strategic aim describes the Government's declared aspiration or goal. In order to achieve this aim, a number of strategic objectives need to be attained. The national strategic level pertains to the full range of issues associated with the maintenance of political independence and territorial integrity and the pursuit of wider national interests. It is about the coordinated use of the three principal instruments of national power: diplomatic, economic, and political. It invariably requires contributions from a number of government agencies. The national strategic level is as much concerned with the avoidance of war as with its conduct. National strategy is the collective responsibility of the Prime Minister and the Cabinet.

- **Military Strategic Level.** The military strategic level is responsible for the military aspects of planning and directing conflict. This level includes setting the military end-state and the broad military approach to its achievement in order to support the national strategic aim. Military strategy is the military component of national strategy. To achieve the stated strategic objectives, the NZDF makes a range of contributions: it raises, trains, and maintains operationally prepared forces for use by the Government, and it carries out campaigns and operations in accordance with government direction. Military strategy is the primary focus of the Headquarters New Zealand Defence Force (HQNZDF) and the Ministry of Defence (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 and directing conflict. 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

1.49 The operational level of command is the primary responsibility of the COMJFNZ, supported by Headquarters Joint Forces New Zealand (HQJFNZ). In undertaking this responsibility, the COMJFNZ and HQJFNZ are supported by the Commander Logistics (COMLOG) and the 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 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

1.50 The tactical level of command plans and conducts military tasks and actions to achieve operational objectives. Tactical military action integrates and applies lethal and less-lethal force to bring about desired tactical-level effects. Joint operations at this level are normally conducted by one or more joint task forces (JTFs), each comprising an appropriate mix of capabilities. Most force elements conduct operations at the tactical level.

Overlapping Levels of Command

1.51 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 the CDF. Although the levels of command were developed with warfighting in mind, they apply to all NZDF operations and activities.

1.52 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 JIM environment.

1.53 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.

1.54 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 almost 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.

1.55 While the COMJFNZ is still the main provider of information upwards to the strategic level, the traditional military channelling 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

1.56 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*.

1.57 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.

1.58 The best response to these challenges is to strike a balance, allowing the initiative to be taken by subordinates, but with superior commanders providing guidance and support when appropriate. Given the immediate impact that some tactical decisions can have

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.⁵

⁵ For further elaboration of the command dilemma, see [NZDDP-D *New Zealand Defence Doctrine* \(3rd Edition\)](#).

CHAPTER 2:

THE NEW ZEALAND DEFENCE FORCE COMMAND STRUCTURE



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Chapter 2

...the Minister shall have the power of control of the New Zealand Defence Force, which shall be exercised through the Chief of Defence Force.

**New Zealand Defence Act,
Section 7**

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 the CDF, the Chiefs of the three Services, as well as the relationship between the CDF and the commander of a joint force.

Introduction

2.01 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.

2.02 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.



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

Command at the National Strategic Level

National Defence and the New Zealand Government

2.03 New Zealand is both a democracy and a constitutional monarchy. As such, Her Majesty the Queen, as head of state, acts – through her representative, the Governor-General – on the advice of the democratically elected government.⁶

2.04 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 In the New Zealand polity, national defence is the constitutional responsibility of the Government of the day. The Minister of Defence has general political and legal responsibility for the defence of New Zealand.⁷ The 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.⁸ 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 Defence Force Orders.⁹ 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 also some 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.¹⁰ 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.¹¹ 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.¹² The Governor-General is entitled, however, to certain dignities and performs certain functions, for example, in relation to the resolution of complaints.¹³

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.¹⁴ In

⁶ 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 powers and act in the absence of ministerial advice.

⁷ See [Defence Act, Section 7](#).

⁸ [Defence Act](#).

⁹ See [Defence Act Section 17](#); see [Defence Manual 69 \(2nd Edition.\)](#), Volume 1, Section 3.

¹⁰ [Defence Act](#), Sections 5, 6, 7.

¹¹ [Defence Act](#), Section 6.

¹² See *Bradley v Attorney General* (1988) 2 NZLR.

¹³ [Defence Act](#), Section 49.

¹⁴ 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.

practical terms, the Government's requirement to obtain Parliamentary appropriations for NZDF capital and operating expenditure budgets reinforces civil power over the armed forces.

2.09 The Defence Act provides that the CDF and other persons authorised by the CDF may issue Defence Force Orders. 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 Defence Force Orders setting 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, the CDF, and the Secretary of Defence. It also establishes the relationship of the CDF and the Chiefs of Service and provides for the 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, the CDF, and the Secretary of Defence, as well as the relationships between them.¹⁵ The responsibilities of the Secretary of Defence and the CDF provide the basis of the Ministry of Defence's (MoD) and the NZDF's organisational functions and structures.

2.12 The Secretary of Defence is responsible for:

- advising, in consultation with the CDF, on the formulation 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.¹⁶

¹⁵ Defence Act, Sections 7, 8, 24, 25, 26, 28, 29, 31, 50.

¹⁶ Defence Act, Section 24.

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.¹⁷

2.14 The government of the day sets out its requirements of the NZDF within these purposes.¹⁸

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 both agencies is enhanced by the close collaboration that draws on both military and civilian advice and skill sets.

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 the CDF and the Secretary of Defence before submission to Cabinet.

¹⁷ Defence Act, Section 5.

¹⁸ The primary mission of the NZDF is to secure New Zealand against external threat, to protect our sovereign interests, including in the Exclusive Economic Zone (EEZ), and to be able to take action to meet likely contingencies in our strategic area of interest. (NZDF *Statement of Intent* 2011–2014, page 11).



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

Command at the Military Strategic Level

The Chief of Defence Force

2.17 The Governor-General in Council appoints the CDF.¹⁹ The CDF commands the armed forces and employs the NZDF's civil staff.²⁰ Further elaboration of the CDF's command authority is found at [Chapter 3 States of Command](#), in the discussion on NZDF states of command.

¹⁹ 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 CDF 'in council' is codified in the [Defence Act, Section 8](#).

²⁰ [Defence Act, Section 61\(A\)](#).

2.18 Under Section 8 of the Defence Act, the CDF commands the Armed Forces. The CDF also directly commands the Commander Joint Forces New Zealand (COMJFNZ).²¹

2.19 In addition to commanding the Armed Forces, the 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).

²¹ See also [Defence Act, Section 8 and Section 12](#) for command of joint forces.

- 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 economical management.²²

The Vice Chief of Defence Force

2.20 The Vice Chief of Defence Force (VCDF) is the deputy of the CDF with statutory power to act during CDF's absence or incapacity. The VCDF is focused on developing the future force strategy, providing strategic military intelligence and managing strategic military and all of government relationships.²³ The position of VCDF is not laid out in the Defence Act. The VCDF's powers are derived from the orders of the CDF and the powers inherent in their rank.

The Chief of Joint Defence Services

2.21 The position of Chief of Joint Defence Services (CJDS) is responsible for pan-NZDF military enabling functions (such as Communication and Information Systems, Logistics, Health, and the NZDF Military Police). The position is not laid out in the Defence Act. The CJDS, as a civilian, is not a commander in the NZDF nor do they exercise command. Instead as a civilian manager the CJDS exercises the normal line authority that is inherent in that position.

The Chief People Officer

2.22 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 is a senior civilian employee of the NZDF. The CPO, as a civilian, is not a commander in the NZDF and does not exercise command. Instead as a civilian manager the CPO exercises the normal line authority that is inherent in that position.

The Chief Financial Officer

2.23 The Chief Financial Officer (CFO) is the 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 line authority that is inherent in that position.

The Chief Defence Strategy and Governance

2.24 The Chief Defence Strategy and Governance (CDSG) is responsible for the development of pan-NZDF organisational strategy, planning, and performance reporting activities. The CDSG is also responsible for the NZDF's governance.

The Chief Defence Intelligence

2.25 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 the VCDF.

Management of the New Zealand Defence Force

2.26 One of the CDF's responsibilities to the Minister of Defence is for the efficient, effective, and economical management of the NZDF. In this role the CDF is no different to other Chief Executives of large complex public service organisations. To achieve this requirement the NZDF has adopted an operating model²⁴ that comprises six core elements.

- **Acquire.** The Acquire element includes the functions that procure and support equipment for the NZDF. This includes the systems and commodities needed

²² Defence Act, Section 25.

²³ Defence Act, Section 30(2).

²⁴ An Operating Model is an abstract representation of how an organisation operates in order to accomplish its function.

to deliver and support military capability. This element is about ensuring that the NZDF acquires the right military capability and coordinates those agencies within the NZDF that are required to bring the capability into service. This includes any urgent operational requirements that may arise.

- **Direct.** The Direct element provides strategic direction to the NZDF. Strategic direction comes in the form of policy, defence strategy development, strategic direction of military operations, and contributions to national security. Direct is focused

on ensuring we have the functions to develop a strategic future, and manage our strategic relationships nationally and internationally.

- **Enable.** The Enable element sets the corporate framework of policies, rules and standards for the NZDF and for providing or procuring the delivery of services required. Enable is about the services that indirectly support others to deliver on the organisation's strategic objectives. This covers two areas:

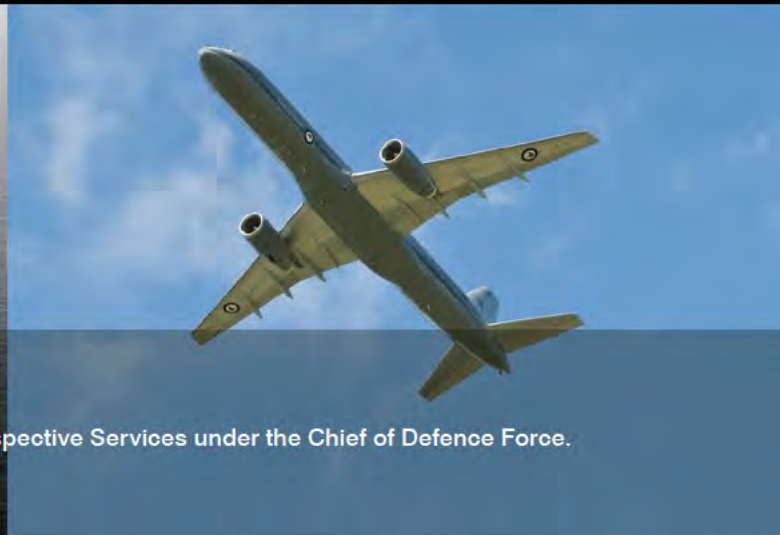
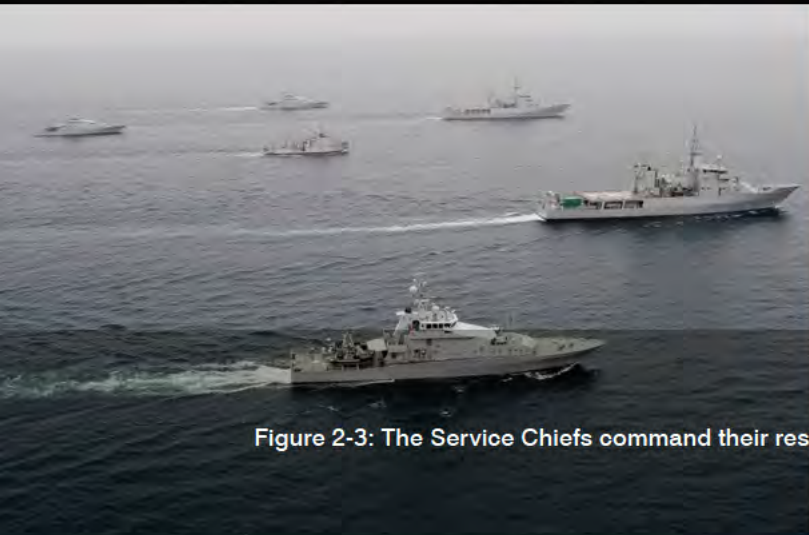


Figure 2-3: The Service Chiefs command their respective Services under the Chief of Defence Force.

- the provision of support services for the whole organisation, for example shared services such as Communications and Information Systems (CIS) and Finance.
- the provision of common or joint military support.
- The Enable element also has both a strategic and policy focus on people, development and culture, finance, and audit.
- **Generate and Develop.** The Generate and Develop element builds and provides the military capability needed to meet current and future operational demands.
- **Operate.** The Operate element provides the defence and military capability on operations and other military tasks. This covers the areas within the NZDF that are responsible for the planning and execution of national and multinational operations.
- **Account.** The Account element reports on defence activity and spending to the Government and the central agencies.

Command Authority of the Service Chiefs

2.27 The CDF commands the NZDF. The Chiefs of Service are appointed by the Governor-General's Council after consultation with the Minister of Defence. They command their Services under the CDF, pursuant to the Defence Act.²⁵ They have the right of direct access to the Minister of Defence.

2.28 The CDF Command Directive to the Chief of Navy (CN), the Chief of Army (CA), the Chief of Air Force (CAF) and the 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.²⁶

²⁵ Defence Act, Section 28.

²⁶ See the *CDF Command Directive to Service Chiefs and COMJFNZ*, May 2013.

2.29 The Service Chiefs have advisory responsibilities to the CDF as a function of their command authority.

2.30 **The Chief of Navy.** In accordance with Section 28(2) of the Defence Act, the CN commands the Navy under the CDF. This encompasses raising, training, and maintaining Royal New Zealand Navy (RNZN) force elements to meet present and future NZDF operational requirements. In addition to commanding the RNZN, the CN has the following primary responsibilities:

- provide advice to the 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.

2.31 **The Chief of Army.** In accordance with Section 28(3) of the Defence Act, the CA commands the Army under the 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 the 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.

2.32 **The Chief of Air Force.** In accordance with Section 28(4) of the Defence Act, the CAF commands the Air Force under the 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 the 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.

New Zealand Defence Force Governance Framework

2.33 In the exercise of commanding, controlling, and managing the NZDF, the CDF has number of different structures and bodies. Three of the key bodies are:

- **The Board.** The Board is the top-level strategic committee for NZDF. Its membership includes

experts from within NZDF and the wider New Zealand community. The Board's purpose is to strengthen the CDF's role as chief military advisor to the Government and is focused on the NZDF's long term end-state and strategy (5–25 year time frame). The Board holds the CDF to account for the delivery of the 1–4 year plan.

The Board is a source of strategic thinking. It aims to:

- strengthen the role of the CDF as the Chief Executive of the NZDF and chief military advisor to the Government
- provide guidance for development of the Four-year Plan and ensure that it will achieve the NZDF's Excellence Horizon, monitor delivery and provide performance feedback to the CDF on achievement of the plan's objectives

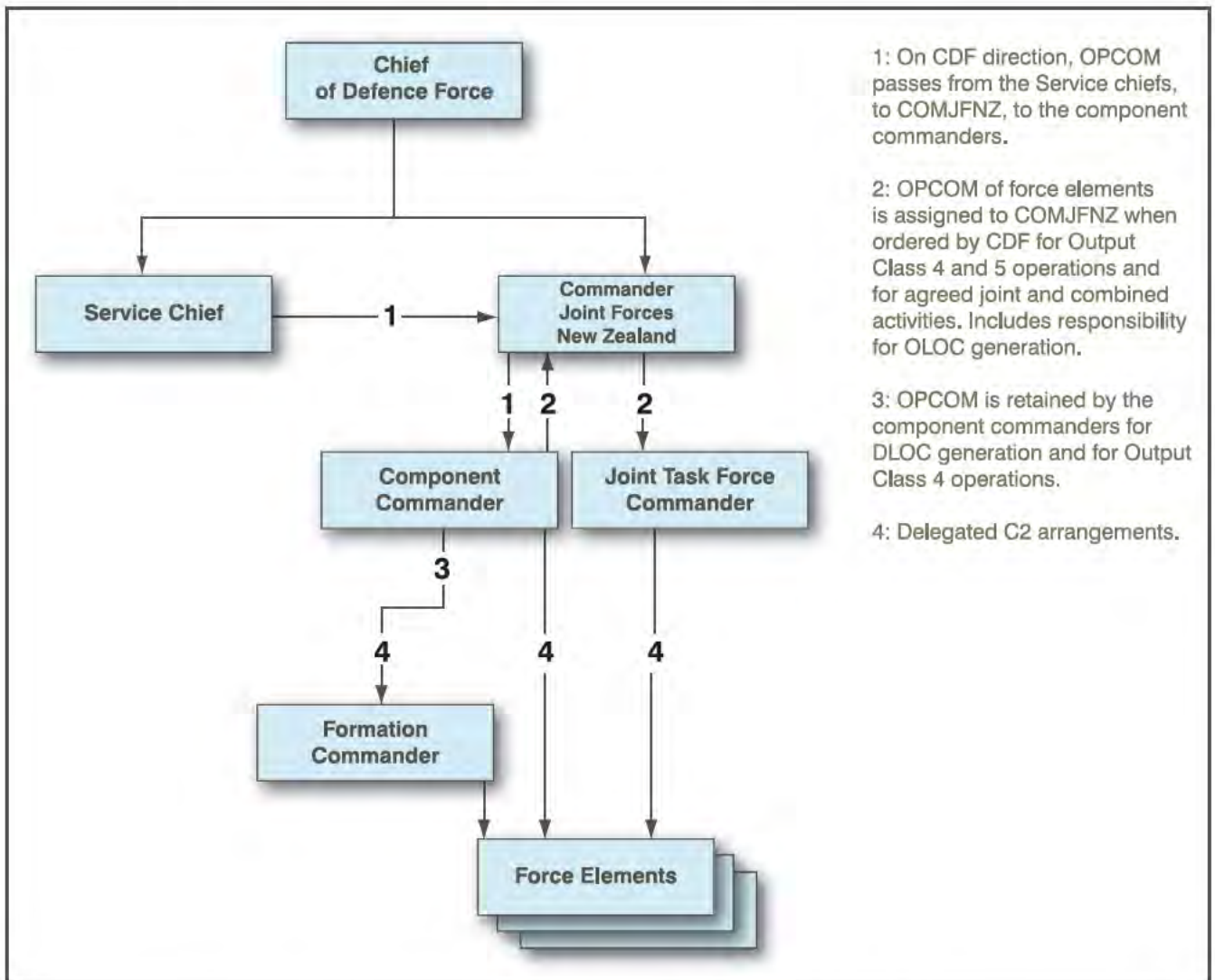


Figure 2-4: Operational command in the New Zealand Defence Force.

- ensure that good mid- and long-term stewardship is practised on core defence outcomes
 - provide direction and alignment for NZDF's organisational strategy
 - monitor performance (and risk management) against strategic goals
 - provide oversight of the strategic risk management framework.
- **The Executive Group.** The Executive Group provides strong and visible leadership across the NZDF. This committee focusses on the short- to medium-term, the 1–4 year time frame, and the organisational and operational requirements of the NZDF within that horizon. The Executive Group is responsible for oversight of the NZDF's performance and significant investment decisions, and to agree the medium-term plan to deliver against our strategy. The Executive Group will:
- prioritise and make trade-offs for the NZDF
 - take the future end-state and strategic direction and connect it with the short- and medium-term 1–4 year plans for the NZDF
 - review the NZDF's performance against the key performance indicators.
- **Capability Management Board.** The Capability Management Board (CMB) functions as the strategic decision-making body for defence capability. The CMB implements government policy through managing the defence capability life cycle, and monitors compliance. The MoD provides secretariat support for the CMB. The CMB is co-chaired by the Secretary of Defence and the CDF.

Command at the Operational Level

Command Authority of Commander Joint Forces New Zealand

2.34 A permanent NZDF joint force headquarters was established in 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'²⁷ under the CDF. Additional functions of COMJFNZ's command authority are outlined in the CDF Command Directive.

2.35 COMJFNZ is further responsible to the CDF for the operational command (OPCOM) of all assigned NZDF force elements deployed on Output Classes 4 and 5 operations, and for mutually agreed joint and combined activities, exercises, and training. This includes individual personnel, complete-force elements, part-force elements, and major contingents and forces.

2.36 For Output Classes 4 and 5 operational tasks and for mutually agreed joint and combined activities, exercises, and training, COMJFNZ exercises OPCOM of NZDF force elements. COMJFNZ delegates appropriate C2 of these resources to the deployed commanders. Accordingly, for deployed NZDF force elements, COMJFNZ usually fulfils the function of the Joint Commander.²⁸ [Chapter 5 Command Arrangements on Operations](#) elaborates further on the command arrangements for deployed NZDF force elements.

Command Authority of the Commander Logistics

2.37 The Defence Logistics Command (DLC) was established in 2010 as a joint force, pursuant to Section 12 of the Defence Act. The Commander Logistics (COMLOG) is accountable to the CDF through the CJDS for the efficient and effective delivery of NZDF logistics activities. To meet this, the COMLOG is assigned OPCOM of specific non-deployable logistics force elements.

²⁷ Defence Act, Section 12; *CDF Command Directive to Service Chiefs and COMJFNZ, August 2011*.

²⁸ The Joint Commander, appointed by the CDF, exercises the highest level of OPCOM 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 COMJFNZ.

2.38 The DLC operates both a direct and a component method of command. The components comprise maritime, land, and air logistic commands. Through this organisation, the COMLOG is responsible to the Service Chiefs for providing the following depth logistics requirements to meet their directed level of capability (DLOC) responsibilities:

- maintenance, repair, and overhaul services
- class 1–8 material
- non-deployed logistics support.

2.39 For operational tasks, the COMLOG provides logistics support to HQJFNZ. In this capacity, the COMLOG is responsible to the COMJFNZ and other operational commanders for the provision of:

- maintenance, repair, and overhaul services as required for designated campaigns, operations, and exercises
- class 1–8 material
- contingency reserve stock
- operational logistic advice
- technical oversight of logistics units that provide forward support and combat service support to campaigns, operations, exercises, and other activities.

Command Authority of the Deputy Commander Joint Forces New Zealand

2.40 The Deputy Commander Joint Forces New Zealand (DCOMJFNZ) position was established in January 2016. The DCOMJFNZ commands HQJFNZ, manages the headquarters' overall Battle Rhythm, and deputises for the COMJFNZ during that commander's absence. The DCOMJFNZ supports the COMJFNZ and the Component Commanders in achieving their respective roles and tasks through the efficient and timely management and coordination of HQJFNZ staff functions. The DCOMJFNZ is responsible to COMJFNZ for the building, maintaining and sustaining of external cooperation and relationships with HQNZDF, other government agencies (OGA), external agencies, and overseas counterparts. DCOMJFNZ also represents HQJFNZ on appropriate HQNZDF Governance Committees and Boards.

Command Authority of the Component Commanders

2.41 The five component commanders – maritime, land, air, special operations, and joint support – play a pivotal role in achieving operational jointness. The Service Chiefs assign force elements under OPCOM to the COMJFNZ, who then assigns OPCOM of these elements to the respective component commanders. The exception to arrangement is in the area of joint support. Here the Service Chiefs assign force elements at OPCOM to the COMLOG who then assigns the force elements under OPCOM to COMJFNZ.²⁹

2.42 The component commanders retain OPCOM for generating assigned force elements to DLOC,³⁰ on behalf of the single-Service Chiefs who retain accountability for raising, training, and sustaining their forces. The joint support component commander is responsible for generating assigned force elements to DLOC for CJDS.

2.43 When operations are ordered against Output Classes 4 and 5 or mutually agreed joint/combined activities and training, OPCOM of the designated force elements is formally assigned to the COMJFNZ. In turn, the COMJFNZ may choose to command the operation directly, or delegate OPCOM of the assigned force elements to one of the component commanders as a Joint Task Force Commander (JTF Comd).³¹ When OPCOM is returned to the COMJFNZ in such situations, this includes responsibility for the operational level of capability (OLOC) generation.

²⁹ For a list of the force elements assigned at OPCOM to COMJFNZ, see Annex B to the CDF Command Directive.

³⁰ For further elaboration of the levels of capability and degrees of preparedness in the NZDF, see the NZDF *Statement of Intent* 2013–2016.

³¹ The joint task force commander (JTF Comd) is the tactical – and probably deployed – commander of a nominated joint force, normally exercising this authority under operational control.

2.44 The exception to this command arrangement occurs when the operations ordered fall under the category of counter-terrorist (CT), unconventional warfare (UW) or compartmentalised operations. In these cases the Full Command of any Special Operations Forces reverts to the CDF. The CDF then assigns the Special Operations Forces OPCOM to the Special Operations Component Commander (SOCC) who is responsible to the 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 \(2nd Edition\)*](#).

2.45 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.

2.46 The command authority of the component commanders is illustrated in [Figure 2-4](#) and further explained in the CDF Command Directive.

Command at the Tactical Level

2.47 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.

2.48 A JTF Comd is designated by the CDF or the 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.

2.49 C2 at the tactical level, including JTF Comd responsibilities, is detailed in [Annex A](#).

Other Command and Control Relationships

2.50 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.

2.51 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.



ANNEX A: JOINT TASK FORCE COMMAND AND CONTROL

Composition of a Joint Task Force

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

2.53 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.

2.54 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. The CDF or the COMJFNZ can command the JTF either:

- directly (through headquarters Joint Forces New Zealand (HQJFNZ)) or
- through a Joint Task Force Commander (JTF Comd).

2.55 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.

Responsibilities of the Joint Task Force Commander

2.56 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 4 *Methods of Command*, NZDDP–3.0 *Campaigns and Operations* \(2nd Edition\)](#) for more information on JTFs and JTF headquarters.

2.57 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

2.58 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:

STATES OF COMMAND



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Introduction

3.01 This chapter outlines the various states of command used in the New Zealand Defence Force (NZDF). It defines and explains each state of command, and seeks to relate them to the NZDF context where applicable. This chapter draws upon North Atlantic Treaty Organisation (NATO) and Australian Defence Force (ADF) definitions of the various states of command 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 states of command. As noted, the states of command that define command relationships vary between nations. Accordingly, [Annex B](#) lists the states of command used by the United Nations (UN), whilst [Annex C](#) looks at equivalent United States and NATO states of command.

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 absolute operational and administrative authority and responsibility.

Key Term

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.

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 the CDF exercises command over the NZDF is specified in the CDF Command Directive, and is outlined in [Chapter 2](#) *The New Zealand Defence Force Command Structure*.

National Command

3.05 National command is a command authority conferred upon a national appointee to safeguard New Zealand national interests in multinational (combined or coalition) operations. National command helps maintain New Zealand 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 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.

Key Term

National Command

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

3.06 National command over NZDF force elements will always be exercised by the 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 the CDF on matters pertaining to deployed NZDF force elements.

3.07 The functioning of national command is outlined in an SNO directive issued to the individual(s) in question. Usually issued by the COMJFNZ, an SNO

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, an SNO directive obligates the SNO to advise the COMJFNZ when NZDF force elements are at risk of being used in a manner inconsistent with New Zealand Government directions (sometimes 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 the CDF, the COMJFNZ, and a deployed SNO.

3.08 National command is not delegated below the level of an 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.

Operational Command

3.09 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.

3.10 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.

3.11 Once assigned OPCOM, a commander may:

- detail missions and tasks as appropriate

- reassign forces 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.

3.12 The existence of a permanent joint force headquarters and the nature of the 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. The CDF Command Directive further clarifies this arrangement.³²

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 OPCOM, 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.

Operational Control

3.13 OPCOM denotes a commander's authority to direct assigned forces to accomplish specific missions or tasks, usually limited by function, time, or location.

³² CDF *Command Directive to Service Chiefs and COMJFNZ*, August 2011.

3.14 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, OPCON is usually the highest operational authority that can be assigned to a non-NZDF commander over NZDF deployed force elements in multinational operations.³³

3.15 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.

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

3.17 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

³³ 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 he/she 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.

demonstrates that the meaning and application of the various states of command is far from homogenous and in fact differs from country to country, and sometimes Service to Service.

Tactical Command

3.18 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).

3.19 A commander assigned TACOM of forces may:

- specify 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.

3.20 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.

Key Terms

Tactical Command

The authority delegated to a commander to specify tasks to force elements under his/her 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.

Tactical Control

3.21 TACON is the detailed and normally local direction 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.

3.22 A commander delegated TACON may:

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

3.23 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) vessel 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.

3.24 A commander assigned TACON of forces or elements cannot reassign missions or tasks.

Administrative Authorities

3.25 Only full command has an automatic administrative responsibility. When assigning forces under OPCOM and TACOM, the level of administrative support must be clearly specified if not already inherently 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,

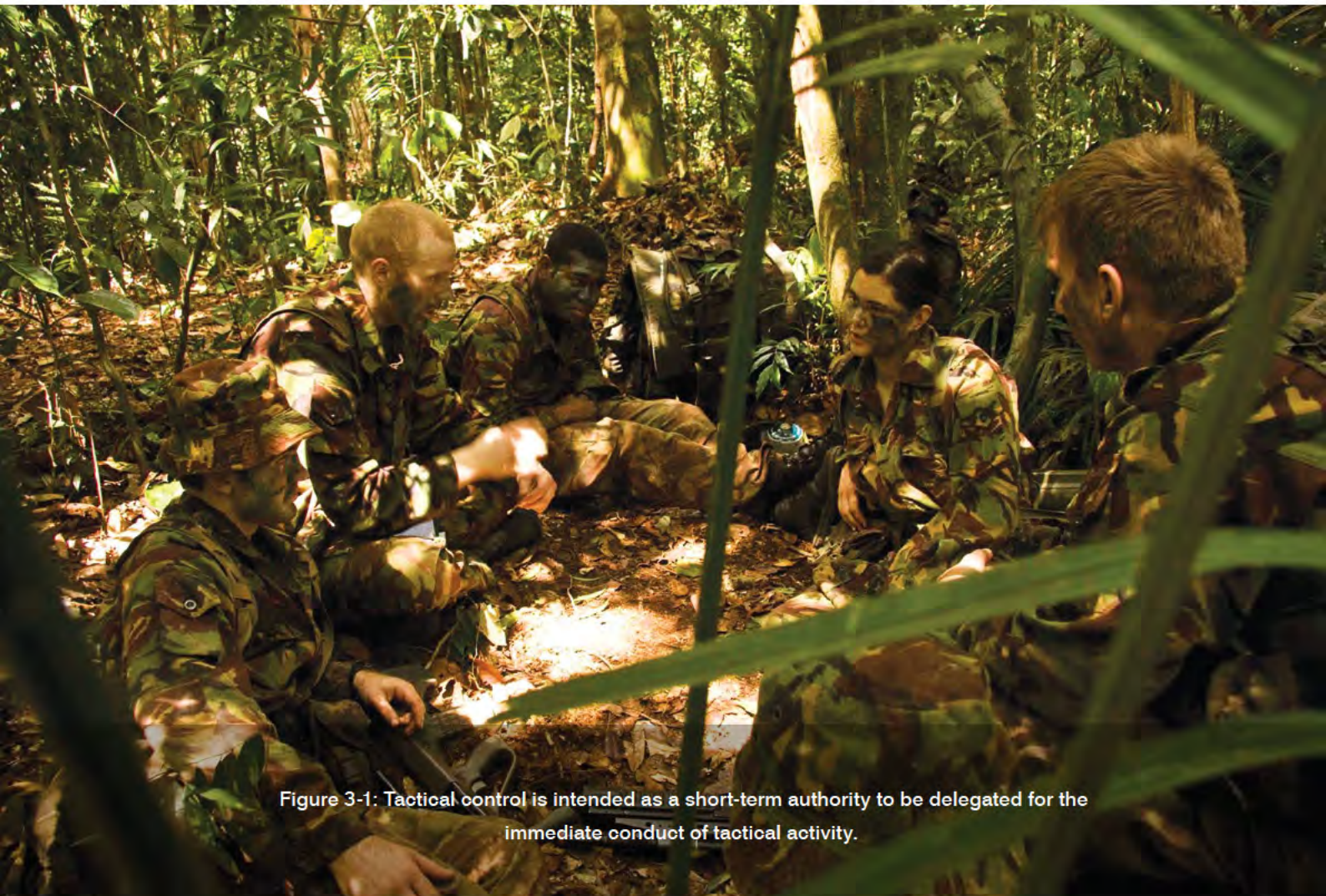


Figure 3-1: Tactical control is intended as a short-term authority to be delegated for the immediate conduct of tactical activity.

in addition to its operational assignment, under the administrative authority of an appropriate headquarters or unit for the provision of administrative support.

3.26 The administrative authorities used by the NZDF are:

- administrative control
- local administration
- technical control.

Administrative Control

3.27 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.

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

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

Local Administration

3.29 The NZDF definition for local administration is: 'administration controlled by a local commander and related specifically to the troops in his/her area or to the operation in his/her 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.

3.30 Local administration involves:

- discipline
- provision of services and administration, such as quartering and accommodation; water; light; power; care and wellbeing 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

3.31 Technical control is defined in the NZDF as: 'the specialised or professional guidance and direction exercised by an authority in technical (professional) matters.'

3.32 Technical control may be used to designate the specialised and professional operating procedures essential to the proper management and operation of forces.

3.33 In an operational setting, technical control normally comprises advice of a Service nature on technical operating and maintenance matters. Technical control is usually a responsibility retained within each Service and, in general, is not delegated. However, in joint operations a division of responsibility for technical maintenance may be specified in directives or orders assigning forces and assets. Technical control advice may not be modified, but may be rejected in part or in total by a commander in consideration of operational factors.

3.34 Below are some examples of technical control.

- The Chief of Air Force (CAF) is responsible for aviation safety management, and as the NZDF airworthiness authority, is responsible for airworthiness management (operational and

technical) of all NZDF fixed-wing aircraft, rotary-wing aircraft, and unmanned aerial systems.

- The detachment commander of a deployed force-element of shore-based maritime rotary-wing aircraft may have technical control of maritime rotary-wing aircraft.
- A senior communications officer in a joint force area of operations may have technical control of all communications assets for the maintenance of the area communications system.

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 his/her area or to the operation in his/her area.

Technical Control

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

Supported and Supporting Relationships

3.35 With the wide range of operational requirements to be covered with minimal assets, 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, with each operational commander typically receiving support from, and providing support to, other commanders. The number and importance of these interrelationships, 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 his subordinate commanders in the planning and execution of operations.

3.36 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.

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

Supported Commander

3.38 The supported commander has the primary responsibility for all 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 the 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

3.39 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.

3.40 More detail on this concept can be found in *AJP-3(B) Allied Joint Doctrine for the Conduct of Operations*.

Support Arrangements

3.41 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.

3.42 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'.³⁴

Direct Support

3.43 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.'

3.44 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.

3.45 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.

3.46 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

3.47 '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 allots priority to the support given, consistent with their own judgment or advice offered by the supported force.

3.48 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

3.49 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.

3.50 Direct liaison authorised (DIRLAUTH) 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. DIRLAUTH is more suited to planning than operations and carries the expectation that the commander granting DIRLAUTH is continually informed. DIRLAUTH is a coordination relationship, not an authority through which command may be exercised.

³⁴ Note that particular support arrangements exist at the Service level, an example being the NZ Army's use of the terms 'general support', 'general support-reinforcing' and 'reinforcing'. For an explanation and definition of these terms, see *NZ P86 New Zealand Army Officers' Handbook (Volume 2), 'Command and Control'*.

Key Term

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 States of Command

3.51 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 states of command, as does the ADF. Despite minor differences in terminology, the NZDF's states of command are similar to these countries' definitions.³⁵

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

3.53 To aid interoperability, the states of command used by the UN are listed in [Annex B](#) and the equivalent United States and NATO states of command 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 states of command currently used in the NZDF.

³⁵ The key difference between NZDF and ADF terminology is the acronyms used: OPCOM is OPCOMD in the ADF, and TACOM is TACOMD. It should be noted that the NZDF has adopted NATO terminology in respect to OPCOM and TACOM. Similarly, the NZDF does not use the ADF states of command 'theatre command' and 'Service command,' as these reflect particularities of the ADF command structure.

**ANNEX A:
DEGREES OF AUTHORITY SPECIFIED
IN NEW ZEALAND DEFENCE FORCE
STATES OF COMMAND**

| Activity | Full ² | OPCOM ² | OPCON | TACOM ³ | TACON | Remarks |
|---|-------------------|--------------------|------------------|--------------------|------------------|--|
| Assign missions ¹ | Yes | Yes | Yes ⁴ | No | No | ¹ A mission is a task that, together with its purpose, clearly indicates the action to be taken and the reason for it. |
| Assign tasks | Yes | Yes | Yes ⁴ | Yes | No | |
| Delegate equal command status | Yes | Yes ⁵ | Yes ⁵ | Yes ⁵ | Yes ⁵ | |
| Delegate lower command status | Yes | Yes | Yes | Yes | No | ² A commander assigned forces under full command or OPCOM may employ those forces for any purpose. The NZDF does not normally assign NZDF force elements at OPCOM to non-New Zealand commanders. |
| Reassign forces | Yes | Yes | No | No | No | |
| Assign separate employment | Yes | Yes | No | No | No | ³ A commander assigned TACOM may allocate tasks, but only in accordance with the mission given by the higher authority that assigned the forces. |
| Administrative/logistic responsibility ⁷ | Yes | No | No | No | No | ⁴ Forces assigned under OPCON may only be employed with certain constraints imposed by the higher authority that assigned the force; for example, function, time, and location. |
| Deploy units | Yes | Yes | Yes ⁶ | No | No | ⁵ Only with the agreement of the commander holding the higher level of command status. ⁶ Only for the particular mission or task. ⁷ Administrative/logistic responsibilities will be specified for each relationship. Only full command automatically assumes administrative/logistic responsibility. |

ANNEX B: UNITED NATIONS OPERATIONAL AUTHORITIES

3.54 Command relationships within the United Nations (UN) are determined by operational authorities, which empower a force commander 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.

3.55 **United Nations Operational Authority.** 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).

3.56 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 all military personnel.

3.57 **United Nations Operational Control.** UN 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,

within the mission area of responsibility, in consultation with the contingent commander, and as approved by UN Headquarters. It does not include the responsibility for personnel administration.

3.58 **United Nations Tactical Control.** 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 his/her subordinate sector and/or element commanders.

3.59 **United Nations Logistics Support.** The logistics support (LOGSUPT) 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. LOGSUPT 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.

3.60 **Administrative Control.** 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.

3.61 **Transfer of Authority.** 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
STATES OF COMMAND**

| Activity | US Combatant Command ¹ | US OPCON | NATO OPCOM | NATO OPCON | NATO TACOM | US and NATO TACON | Remarks |
|---|-----------------------------------|----------|------------------|------------|------------|-------------------|---|
| Assign tasks | Yes | Yes | Yes | No | Yes | 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. |
| Direct/employ forces | Yes | Yes | Yes | Yes | No | No | |
| Reassign forces | Yes | No | Yes | No | No | No | |
| Deploy forces within theatre | Yes | Yes | Yes | Yes | No | No | |
| Assign separate employment of unit components | Yes | Yes | Yes | No | No | No | |
| Administrative/logistic responsibility | Yes | No | No | No | No | No | |
| Deploy units | Yes | Yes | Yes | No | No | No | |
| Delegate equal command status | Yes | Yes | Yes | No | No | No | |
| Delegate lower command status | Yes | Yes | Yes ² | Yes | No | No | |



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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 his/her 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.

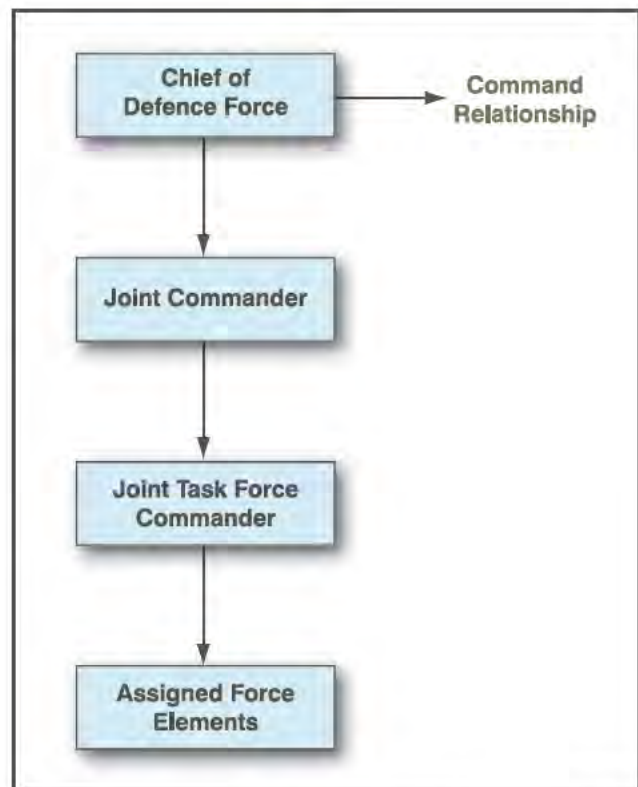


Figure 4-1: The direct method of command.

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 collocated with the commander of the joint force. Equally, the joint force headquarters and component headquarters may be collocated or separate. Commanders will require staff support and command facilities, large or small, collocated 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. 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

4.10 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 detail of the plans
- to transmit the commander's instructions and orders quickly and accurately to subordinates
- to monitor execution of the plans.

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

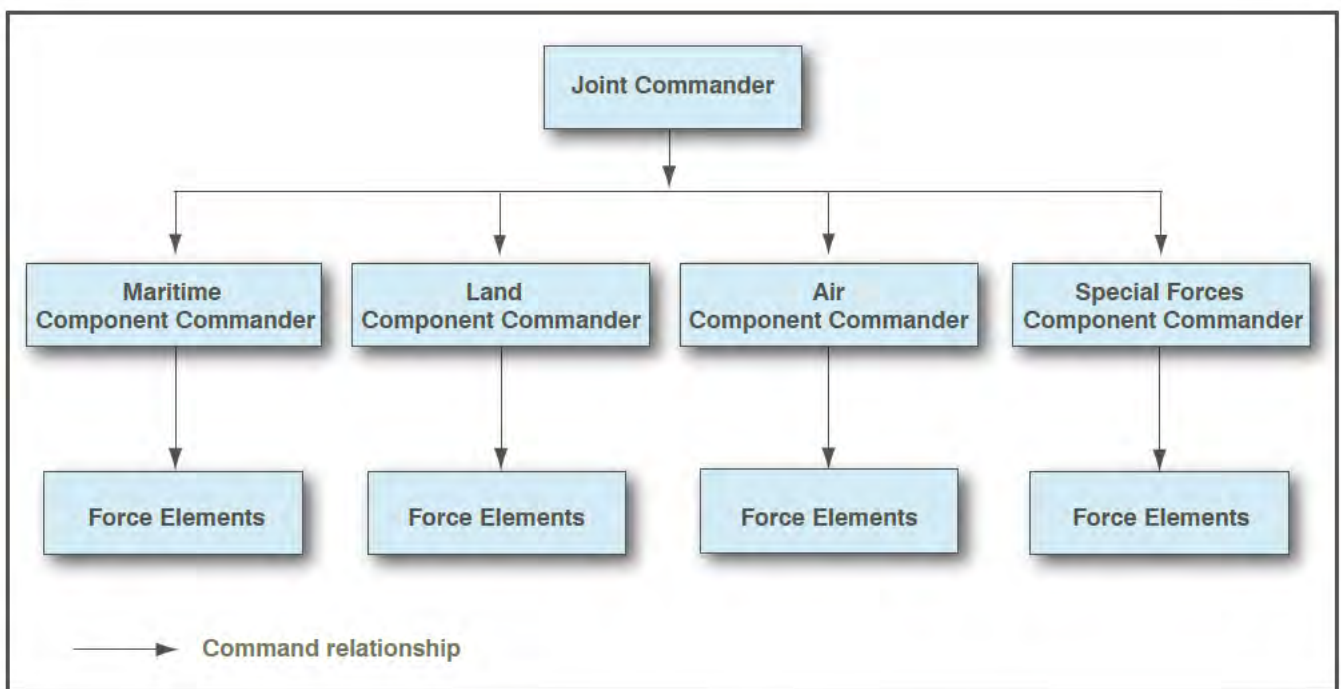


Figure 4-2: The component method of command.

Chapter 4

4.12 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 detail of the commander's plan
- anticipate future tactical and administrative developments
- inform higher, subordinate, and adjacent commands of developing situations
- assist the commander in directing and coordinating the execution of the plan
- monitor enactment of the commander's directions.

Joint Staff Structures

4.13 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.

Types of Joint Staff Structure

4.14 The NZDF employs two types of joint staff structure for joint operations: *integrated* and *component*. These staff structures should not be confused with



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

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

4.15 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 likely future military partners use this system.³⁶

4.16 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

³⁶ For the Australian, NATO, and Canadian use of the continental staff system, see the following documents: *ADDP 00.1 Command and Control*, *AJP-3(B) Allied Joint Doctrine for Operations*, and *CFJP 3.0 Operations*. *ADDP 00.1* also offers a more detailed explanation of the Common Joint Staff System.

- simplified correspondence distribution
- flexibility in inter-headquarters C2
- compatibility with allies and potential coalition partners.

Naming Protocols

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

4.18 **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.

4.19 **Numeral 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.

4.20 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

4.21 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.³⁷

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

4.23 **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. J1 also controls the health function.

4.24 **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.

4.25 **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.

4.26 **J4 – Joint Logistics.** The J4 staff provides logistic planning and support for operations, exercises, and activities. The J4 is the principal operational-level 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 force's logistics component, if one is deployed.

4.27 **J5 – Joint Plans.** The Joint Plans staff provides operational-level 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.

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

4.29 **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.

4.30 **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.

³⁷ 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).

4.31 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

4.32 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 force's 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.

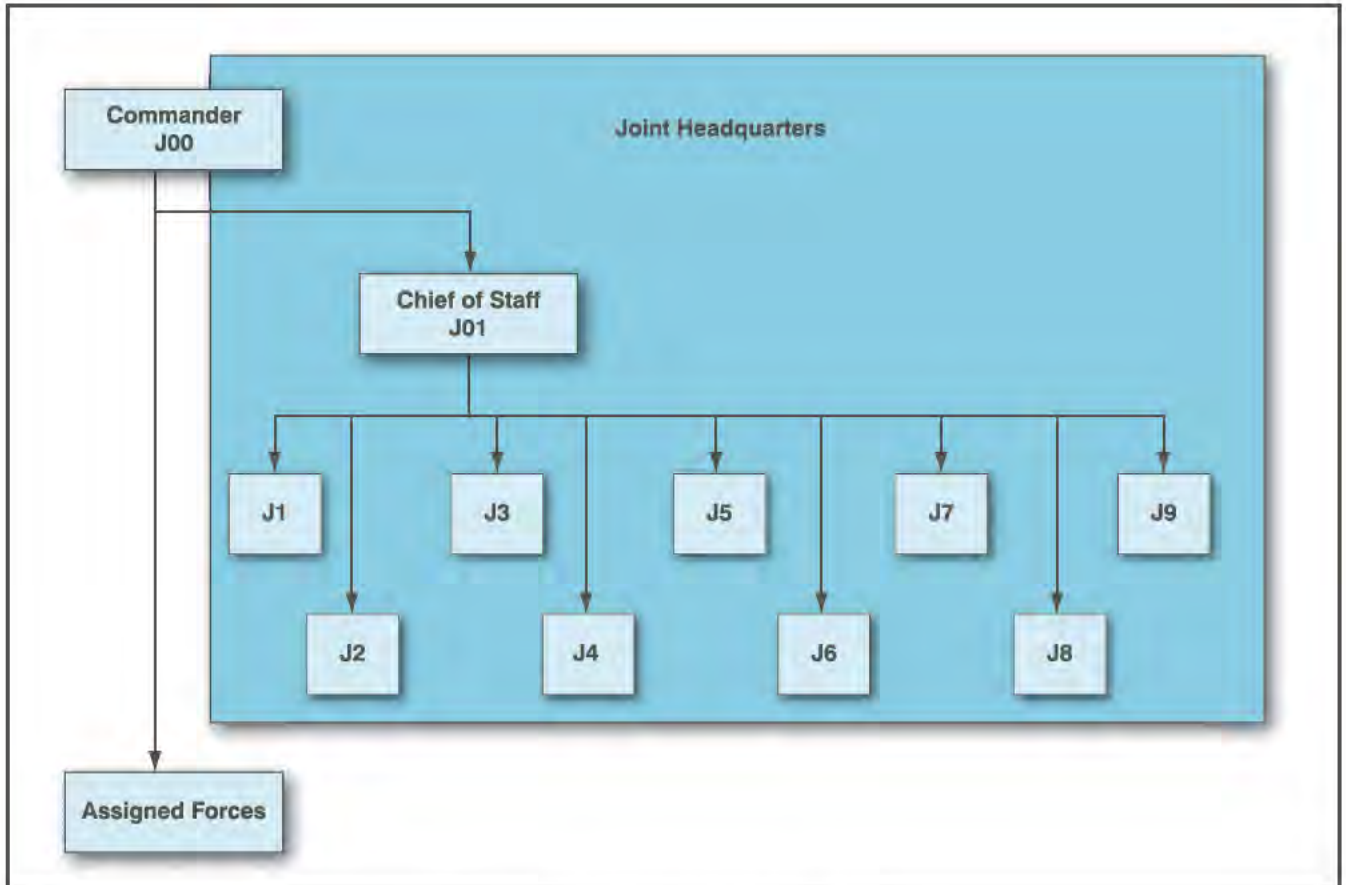


Figure 4-4: Common joint staff system.

Liaison

Introduction

4.33 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.

Purpose

4.34 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 communication and information systems (CIS), including couriers.

4.35 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.

4.36 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

4.37 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 shall 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 command and control (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

4.38 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 force's commander or staff with continually 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 watch keepers
- 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

4.39 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 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

4.40 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 his 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 commander's, 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.³⁸

Protection

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

³⁸ These traits include; proactivity, discretion, maturity, flexibility, reliability, integrity, dynamic, moral confidence, and confidence.



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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 both 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 all 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](#).



Figure 5-1: Many of the New Zealand Defence Force's recent operations have involved deploying contingents to United Nations or multinational operations.

5.03 For deployed NZDF contingents, the Chief of Defence Force (CDF) retains full command over all NZDF force elements. The CDF retains overarching administrative and logistic responsibility for the deployed NZDF contingent.

5.04 In addition, the 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 directive.

5.05 The 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.

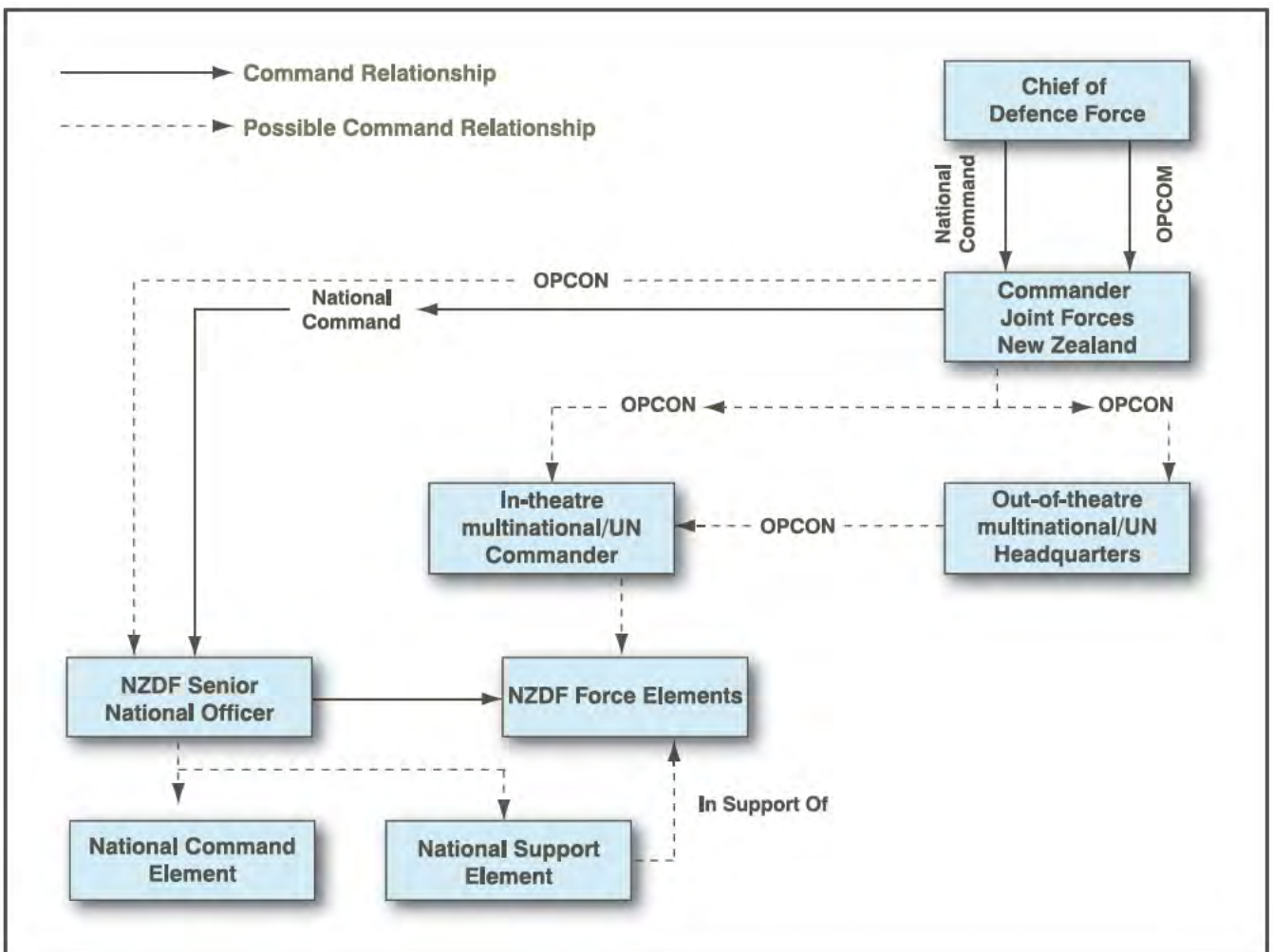


Figure 5-2: Command and control arrangements for deployed New Zealand Defence Force contingents.

Real-Life Example

New Zealand Contingent to Solomon Islands³⁹

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

The New Zealand contribution to RAMSI – OP RATA II – is 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.

Real-Life Example

The Responsibilities of a Senior National Officer⁴⁰

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 an SNO;

the following paragraphs outline the division of command and control authority, and the major responsibilities of a previous OP FARAD SNO.

Command and Control. 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 him/her 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 TACON to subordinates as necessary.

Responsibilities. 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 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.

³⁹ Source: OPDIR 176/09: Deputy Commander CTF 635 and Senior National Officer to TG 651.01 Operation RATA II, 27 November 2009.

⁴⁰ Source: OPDIR 184/09: Senior National Officer to TG 653.5 Operation FARAD, 18 December 2009.

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 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.⁴¹ The senior NZDF logistician in-theatre or near-theatre will usually command the NZDF NSE. The NSE could be collocated 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.

⁴¹ 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

5.12 Contemporary NZDF operations include the deployment of single-platforms in support of UN or 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.

5.13 The CDF exercises full command over all deployed NZDF platforms. Likewise, the CDF exercises national command 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.

5.14 The CDF assigns OPCOM of all deployed NZDF platforms 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 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 (see [Figure 5-4](#)). OPCON authority is usually specified in an operational directive and is unique to that particular operation.



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

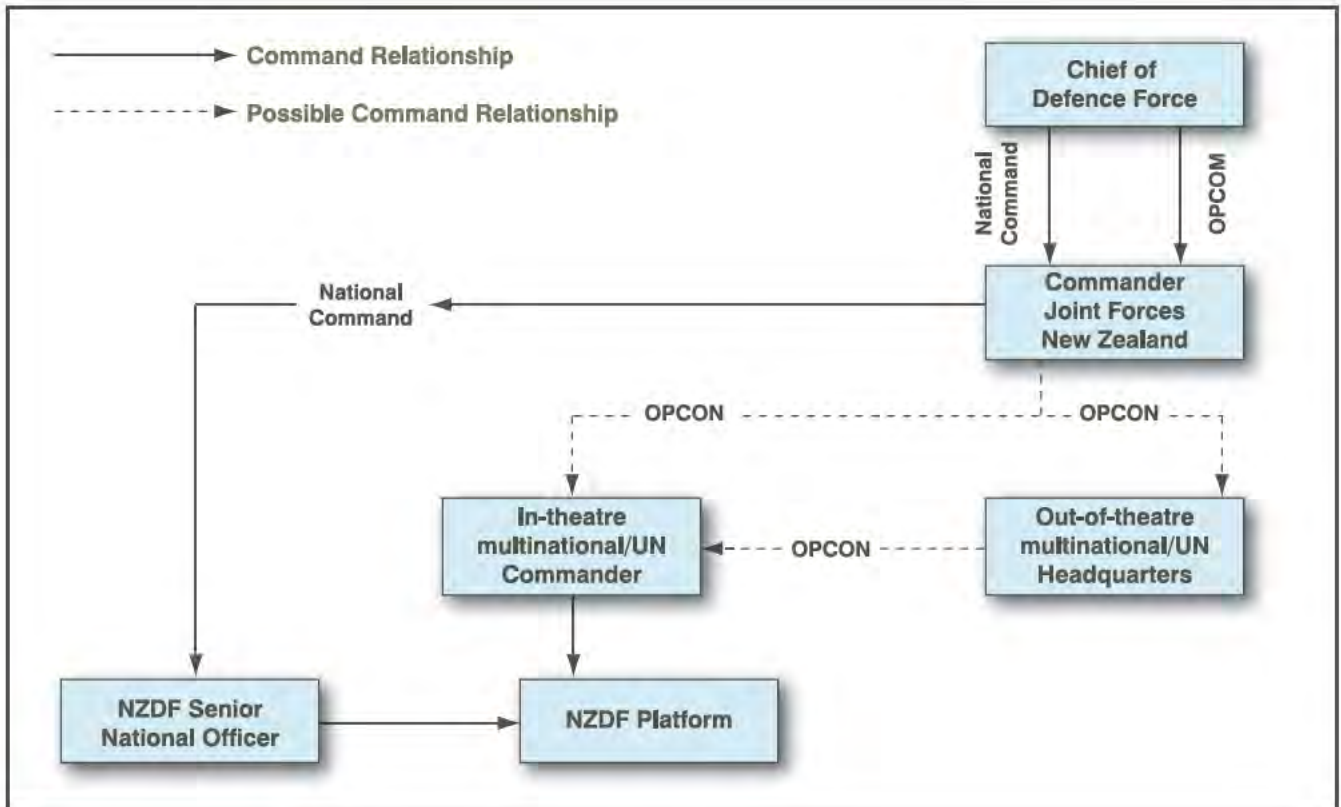


Figure 5-4: Command and control arrangements for deployed New Zealand Defence Force platforms.

Individual Attachment to United Nations or Multinational Operations

5.15 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 officer to the United Nations Assistance Mission for Iraq (UNAMI).

5.16 The CDF exercises full command over those NZDF personnel deployed on individual operational attachments. The CDF also exercises national command over such individuals, through COMJFNZ. As with deployments involving NZDF contingents and platforms, the CDF's authority over deployed NZDF individuals attached to multinational or UN operations is usually exercised on the advice of a deployed SNO.⁴² On these deployments the NZDF individual attached to a

multinational or UN headquarters may also fulfil an SNO function.

5.17 The CDF assigns OPCOM of NZDF individuals attached to multinational/UN operations to COMJFNZ. In turn, COMJFNZ generally assigns either OPCOM or tactical control (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 individual.

5.18 COMJFNZ may assign OPCOM 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 OPCOM 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. Figure 5-5 outlines the doctrinal command arrangements for NZDF individuals attached to multinational/UN operations.

⁴² For example, in 2011 in Timor Leste the New Zealand SNO oversaw several NZDF force elements including two UN Military Observers.

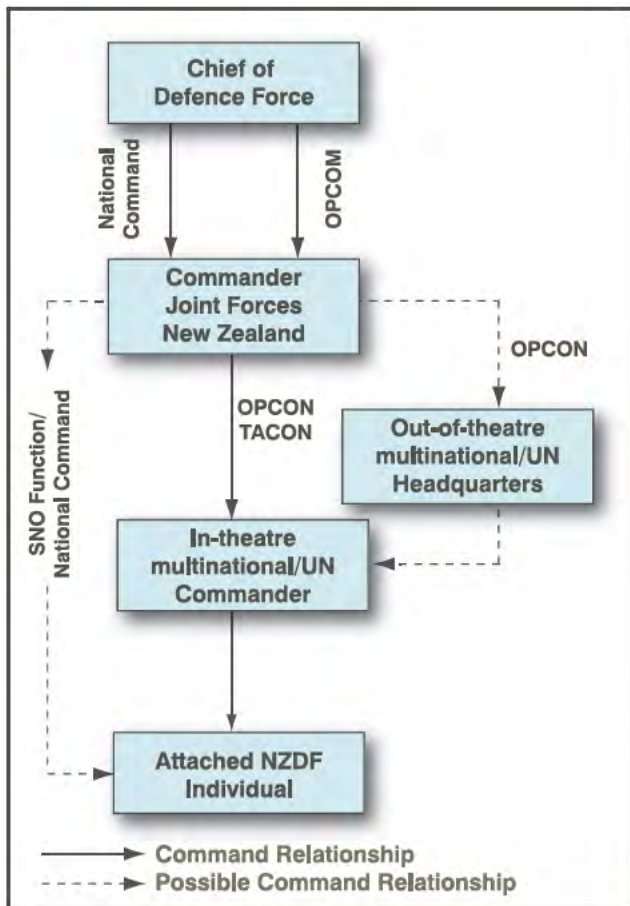


Figure 5-5: Command and control arrangements for New Zealand Defence Force individuals attached to United Nations or multinational operations.

New Zealand Defence Force-led or Independent Operations

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

5.20 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 lead nation 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 lead nation 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.

Real-Life Examples

Individual Attachments to United Nations Missions

TG IRON, OP HAVEN, Iraq. In 2011 the New Zealand Government maintained one NZDF officer post – for an assistant military advisor – in the UNAMI. Historically, the command, control, and administrative arrangements for this officer have been as follows.

- CDF retains full command.
- COMJFNZ has OPCOM.
- The individual acts as their own SNO.
- The Chief Military Advisor UNAMI has OPCON.
- The Deployed Personnel Support Centre at HQJFNZ has administrative control.

TG AFFIRM, OP ARIKI, Afghanistan. The NZDF commitment to the United Nations Assistance Mission in Afghanistan (UNAMA) involves the provision of an officer who serves as a military adviser, in order to provide a strategic interface between the multinational forces in Afghanistan and the Afghan authorities. Historically, the command, control, and administrative arrangements for this officer have been as follows.

- CDF retains full command.
- COMJFNZ has OPCOM, exercised through the SNO for OP ARIKI.
- The Senior Military Advisor UNAMA has OPCON.
- The S1 cell of OP ARIKI provides administrative support.

5.21 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 – are noted in the text and are illustrated at [Figures 5-7 and 5-8](#).

5.22 For NZDF-led and independent NZDF operations, the CDF retains full command over all NZDF force elements. The CDF will assign OPCOM of deployed NZDF force elements to the COMJFNZ. For both these types of operations, the COMJFNZ

will fulfil the function of the Joint Commander.⁴³ The 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 (DJIAATF), or other suitable commander.⁴⁴

⁴³ 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.

⁴⁴ 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.



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

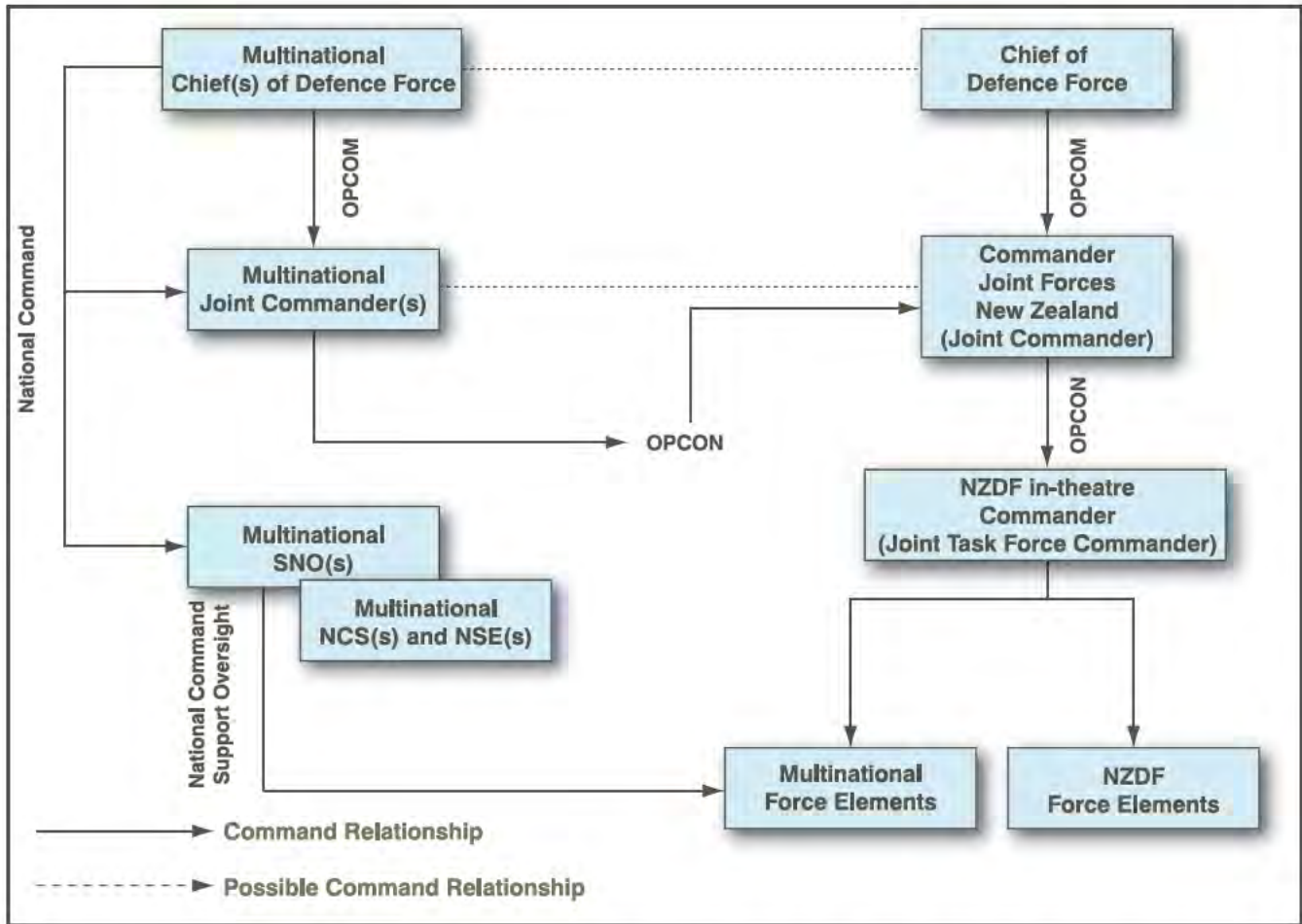


Figure 5-7: Command and control arrangements for New Zealand Defence Force-led operations.

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

5.24 For NZDF-led operations, coalition partners will likely assign force elements to the Joint Commander (usually the 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.

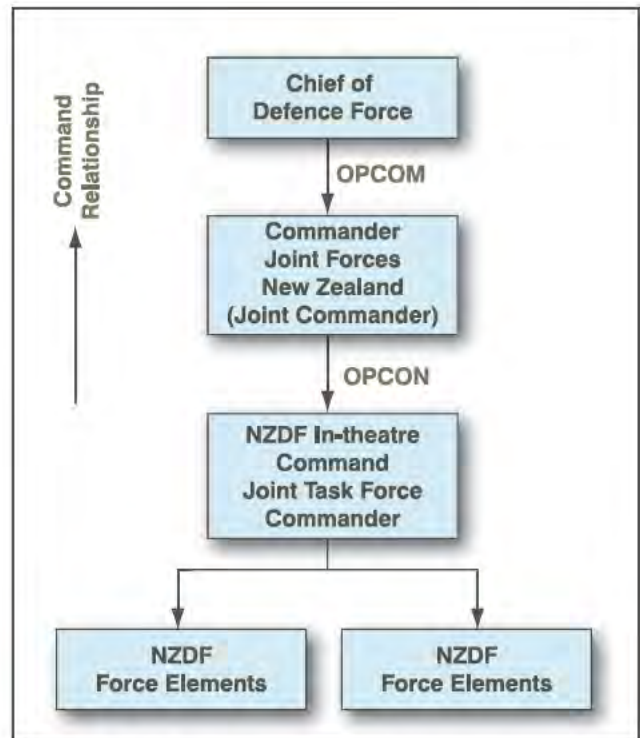


Figure 5-8: Command and control arrangements for independent New Zealand Defence Force operations.

A New Zealand Defence Force Contingent within a Civilian-led Mission

5.25 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.

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

5.27 The CDF assigns the NZDF force elements at OPCOM to the COMJFNZ. The COMJFNZ will in turn place those contingents in direct support of the New Zealand mission's civilian leader.

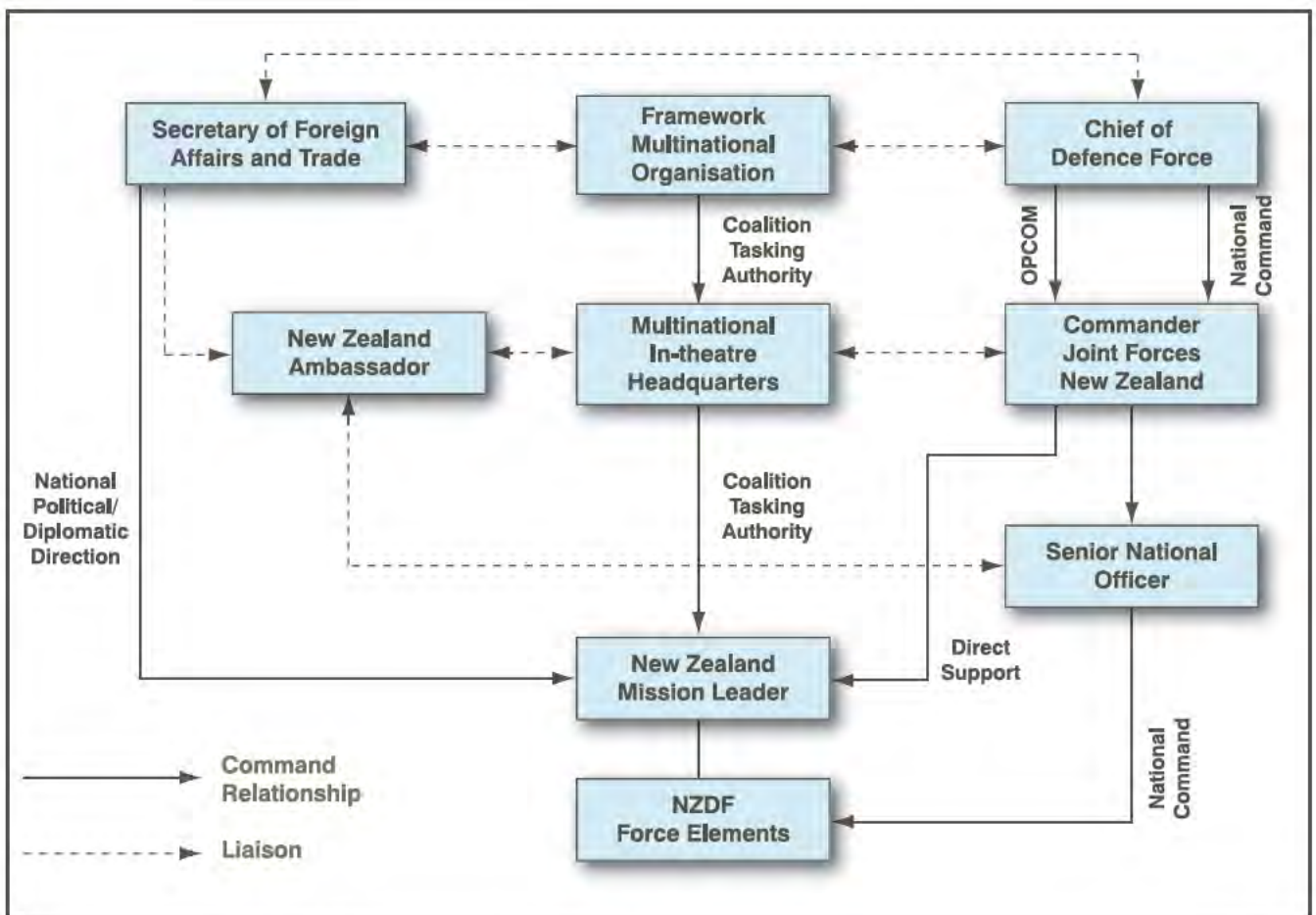


Figure 5-9: Command and control arrangements for a civilian-led mission.

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.

Participation in Domestic Tasks

5.28 Domestic tasks consist of both formal 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 Pacific, and emergency response tasks in support of Civil Defence, Search and Rescue, and the New Zealand Police.

5.29 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 Civil Defence 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.

5.30 All domestic tasks are commanded by COMJFNZ. The force elements are assigned OPCOM to COMJFNZ. For domestic tasks, the CDF commands the NZDF. The Service Chiefs have residual command over their respective Service's force elements.

5.31 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 applicable. Supported agencies will normally be consulted before resources are released or withdrawn for other tasking.

Search and Rescue

5.32 An example of this relationship is the use of RNZAF helicopters used on domestic search and rescue operations. Such operations are conducted in concert with the New Zealand Police. In this instance, the Chief of Air Force (CAF) exercises full command over the specific RNZAF force elements. The CAF assigns



Figure 5-10: For domestic search and rescue tasks, the COMJFNZ assigns force elements in direct support to the relevant New Zealand government agency.

the RNZAF force elements to COMJFNZ at OPCOM. The 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.

5.33 Figure 5-11 indicates the doctrinal command arrangements used for NZDF force elements on domestic search and rescue tasks.

Civil Defence 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 (2000) is the legal authority for the declaration of an emergency requiring CDEM measures. The NZDF's provision of assistance to a Civil Defence emergency within New Zealand, such as

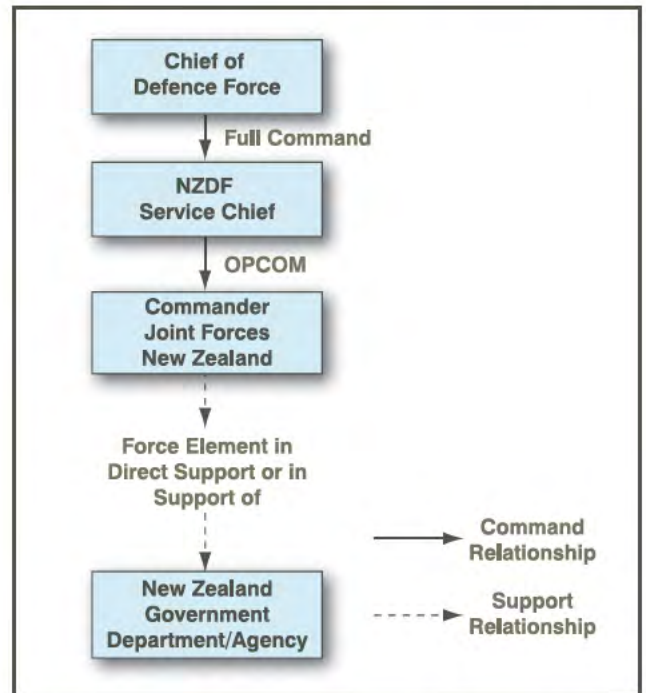


Figure 5-11: Command and control arrangements for NZDF force elements participating in domestic search and rescue tasks.

Chapter 5

disaster relief, is encompassed under a New Zealand joint service plan.⁴⁵

5.35 Civil Defence 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 CDEM activities sits the Prime Minister and Cabinet; below it is the Officials' Domestic and External Security Coordination (Emergencies) Committee, ODESC(E). This body is chaired by the

⁴⁵ For more information on the NZDF's plans for emergency management, see the 100 series of joint service plans: *Emergency Management within New Zealand*. For more information on joint service plans in general, see NZDDP-5.0 *Joint Operations Planning*.

Chief Executive of the Department of Prime Minister and Cabinet and includes: the 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. Figure 5-13 further outlines the civilian management structure for Civil Defence emergencies in which the NZDF participates.

5.36 Civil Defence Emergency Management Command Arrangements. The Director CDEM is the principle central government executive responsible for the direction and coordination of CDEM within New Zealand. The Director CDEM may delegate authority to a national controller (NC) for the operational



Figure 5-12: The New Zealand Defence Force may provide assistance during a Civil Defence emergency in New Zealand.

response to a Civil Defence emergency. This empowers the NC to exercise operational oversight over other government agencies for the CDEM response. The NC establishes a National Emergency Operations Centre and may assign tasks accordingly. The NC will liaise directly with COMJFNZ.

5.37 The CDEM Group Coordinator controls the activities of CDEM 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 CDEM groups.

5.38 **New Zealand Defence Force Command Arrangements.** In the event of a national or regional Civil Defence emergency, the COMJFNZ will determine tasking and priorities for NZDF force elements in accordance with CDF directions.⁴⁶ If required, COMJFNZ will coordinate NZDF assistance to 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 CDEM tasks. Likewise, the COMJFNZ is to provide liaison to CDEM groups when these are activated (see [Figure 5-13](#)).

⁴⁶ For local or small-scale Civil Defence response tasks, command arrangements are similar to those of search and rescue. Formation/base commanders have delegated authority to liaise directly with CDEM authorities.

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

5.40 The 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 Civil Defence tasks, in concert with the relevant government departments and agencies. Assigned NZDF force elements will likely be tasked in direct support to CDEM Groups. Accordingly, the CDEM Group Controller does not have a command authority over NZDF force elements used in Civil Defence tasks. The CDEM Group Controller may directly request assistance from the JTF Comd and will normally be consulted before resources are released or withdrawn for other tasking.

5.41 The COMJFNZ, or an appointed JTF Comd, coordinates any deployment of NZDF resources in concert with the CDEM Group Controllers, a National Emergency Operations Centre, or both. Therefore, the JTF Comd is responsible for liaising with CDEM 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. [Figure 5-13](#) illustrates the command arrangements for NZDF force elements participating in Civil Defence emergencies.

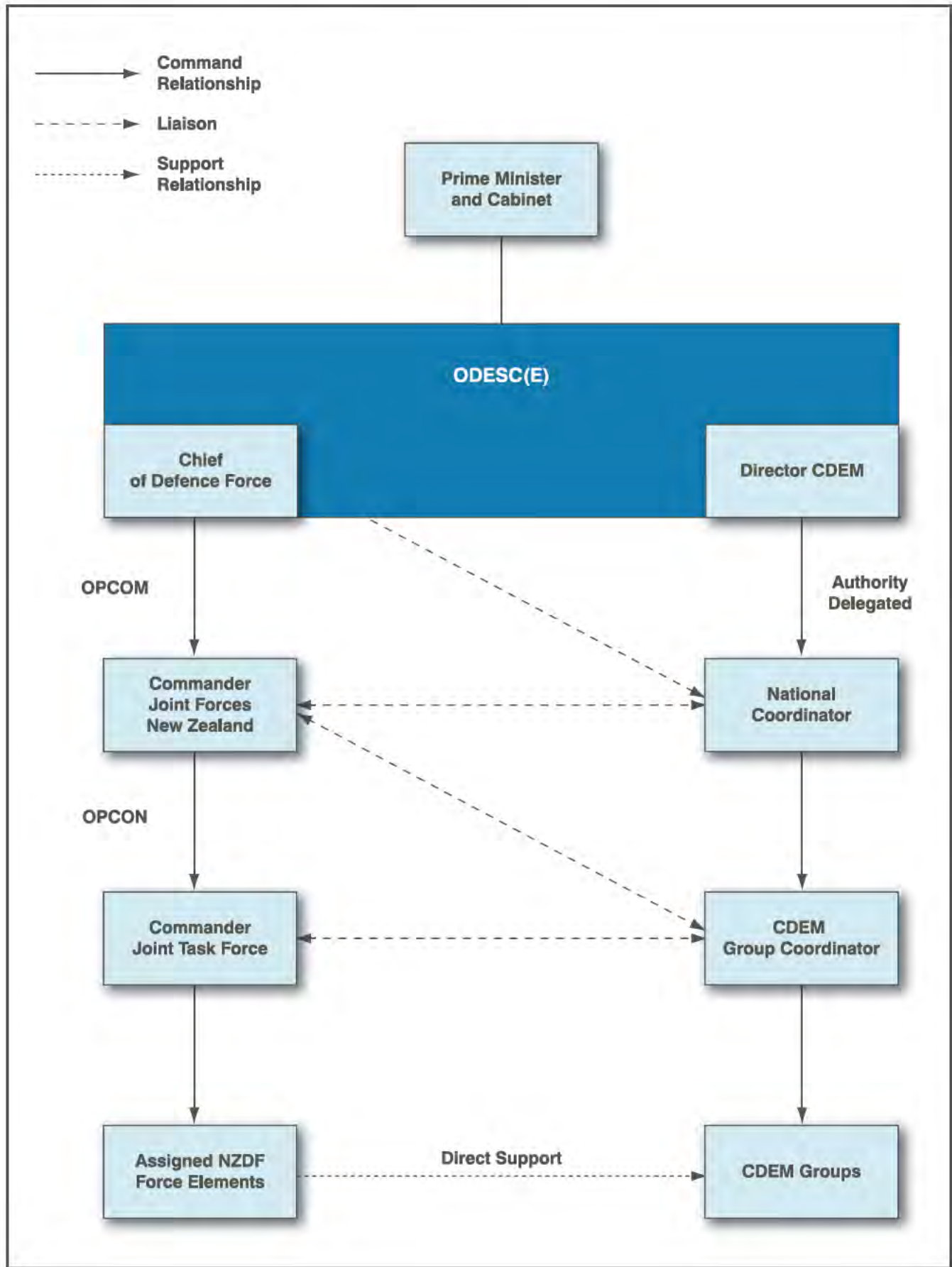


Figure 5-13: Command and control arrangements for NZDF force elements participating in Civil Defence emergencies.

GLOSSARY

Terms and Definitions

The references quoted in brackets in this glossary are source documents. The source documents used are:

AAP-6 NATO Glossary of Terms and Definitions

ADDP 00.1 Command and Control

ADDP D.4 Joint Warfighting

ADFP 04.1.1 (101) Glossary

Collins Concise Dictionary (5th Edition, 2001)

JDP 0-01.1 United Kingdom Glossary of Joint and Multinational Terms

JP 1-02 Department of Defense Dictionary of Military and Associated Terms

MIC Multinational Interoperability Council Coalition Building Guide (April 2006)

NZDDP-D New Zealand Defence Doctrine (3rd Edition)

NZDDP-5.0 Joint Operations Planning

NZDF Statement of Intent 2010-2013

Administrative Control (ADDP 00.1)

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

Cabinet (Cabinet Manual 2008)

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 (ADFP 04.1.1)

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

Coalition (JP 1-02)

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

Combined (adapted from ADFP 04.1.1)

Adjective used to describe activities, operations, and organisations in which elements of two or more allies participate.

Command (ADDP 00.1)

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 (ADDP 00.1)

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

Command and Control System (adapted from AAP-6)

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 (ADFP 04.1.1)

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 (JDP 0-01.1)

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

Concept of Operations (ADFP 04.1.1)

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

Control (ADFP 04.1.1)

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

Coordinating Authority (ADDP 00.1)

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. He/she 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, he/she should attempt to obtain essential agreement by discussion. In the event he/she is unable to obtain essential agreement, he/she shall refer the matter to the appropriate authority.

Directed Level of Capability (NZDF Statement of Intent 2010–2013)

The level of capability that must be held by a force element on a routine basis (day-to-day, business-as-usual training), in order to provide Government with options for the commitment of military forces. Also called DLOC.

Direct Liaison Authorised (ADDP 00.1)

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 of the granting command. Also called DIRLAUTH.

Direct Support (ADDP 00.1)

The support provided by a force element or formation 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. Related term: in support of.

End-state (ADFP 04.1.1)

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

Force Element (NZDF Annual Report 2010)

A unit that directly contributes to the delivery of an NZDF output expense, e.g. a Navy frigate, Army infantry company, or Air Force squadron. Also called FE.

Full Command (ADDP 00.1)

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.

Note: the term 'command', as used internationally, implies a lesser degree of authority than when it is used in a purely national sense. No coalition commander has full command over the forces assigned to him/her since, in assigning forces to a coalition, nations will delegate only operational command or operational control.

In Support Of (ADDP 00.1)

Term designating the support provided to another force element, formation, or organisation, while remaining under the initial command.

Interoperability (ADFP 04.1.1)

The ability 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 enable them to operate effectively together.

Joint (ADFP 04.1.1)

Connotes activities, operations, organisations, and so on, in which elements of more than one Service of the same nation participate.

Joint Commander**(adapted from JDP-0.01 7th Edition)**

The joint commander, appointed by the Chief of Defence Force (CDF), exercises the highest level of operational command of forces assigned with specific responsibility for deployment, sustainment, and recovery. Also called JT Comd.

Joint Force (adapted from ADFP 04.1.1)

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

Joint Force Commander (JDP 0-01.1)

A general term applied to a commander authorised to exercise operational command or control over a joint force.

Joint Service Plan (NZDDP-5.0)

A strategic-level plan detailing how the NZDF will react to a particular contingency in the event that it arises. Also called JSP.

Joint Task Force (ADFP 04.1.1)

A force composed of assigned or attached elements of the Navy, Army, and Air Force, or two or more of these 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. Also called JTF.

Joint Task Force Commander**(adapted from JDP 0-01.1)**

The operational – and probably deployed – commander of a nominated joint force, normally exercising this authority under operational control. Also called JTF Comd.

Lead Nation (MIC)

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 (ADDP 00.1)

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

Mission Command (NZDDP-D)

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 his/her 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-6)

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

National Command (ADDP 00.1)

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

Operation (ADFP 04.1.1)

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
(adapted from ADDP 00.1)**

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. Also called OPCOM.

Operational Control (ADDP 00.1)

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. Also called OPCON.

**Operational Level of Capability
(NZDF Statement of Intent 2010–2013)**

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

Operation Instruction (ADFP 04.1.1)

An operation instruction indicates the commander's intention and possibly his/her overall plan of action, but leaves the detailed course of action to the subordinate commander. Also called OPINST.

Operation Order (ADFP 04.1.1)

A directive, usually formal, issued by a commander to subordinate commanders for the purpose of effecting the coordinated execution of an operation plan. Also called OPORD.

Reach-Back (ADDP 00.1)

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 (NZDF)

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. Also called SNO.

Supported Commander (AAP-6)

A commander having primary responsibility for all 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 (AAP-6)

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

Tactical Command (ADDP 00.1)

The authority delegated to a commander to specify tasks to force elements under his/her command for the accomplishment of the mission specified by higher authority. Also called TACOM.

Tactical Control (ADDP 00.1)

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

Technical Control (ADDP 00.1, 1st Edition)

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

Theatre (ADFP 04.1.1)

A designated geographic area for which an operational-level 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 (AAP-6)

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.

Acronyms and Abbreviations

| | | | |
|----------|--|----------|--|
| AAP | Allied Administrative Publication | DFSG | Defence Force Strategy Group |
| AC | Administrative Control | DIRLAUTH | Direct Liaison Authorised |
| ADDP | Australian Defence Doctrine Publication | DJIATF | Deployable Joint Interagency Task Force |
| ADF | Australian Defence Force | DLC | Defence Logistics Command |
| ADFP | Australian Defence Force Publication | DLOC | Directed Level of Capability |
| ADMCON | Administrative Control (United Nations) | EEZ | Exclusive Economic Zone |
| AJP | Allied Joint Publication | FC | Force Commander |
| C2 | Command and Control | FE | Force Element |
| C2CS | Command, Control, and Communication System | HQ | Headquarters |
| CA | Chief of Army | HQ ISAF | Headquarters International Security Assistance Force |
| CAF | Chief of Air Force | HQJFNZ | Headquarters Joint Forces New Zealand |
| CDEM | Civil Defence Emergency Management | HQNZDF | Headquarters New Zealand Defence Force |
| CDF | Chief of Defence Force | ISR | Intelligence, Surveillance and Reconnaissance |
| CDI | Chief Defence Intelligence | J0 | Joint Command |
| CJDS | Chief Joint Defence Services | J1 | Joint Personnel |
| CDSG | Chief Defence Strategy and Governance | J2 | Joint Intelligence |
| CFO | Chief Financial Officer | J3 | Joint Operations |
| CIMS | Coordinated Incident Management System | J4 | Joint Logistics |
| CIS | Communication and Information Systems | J5 | Joint Plans |
| CJSS | Common Joint Staff System | J6 | Joint Communication and Information Systems |
| CIMIC | Civilian-military Cooperation | J7 | Joint Training |
| CMO | Chief Military Observer | J8 | Joint Evaluation and Development |
| CN | Chief of Navy | J9 | Joint Finance |
| CONOP | Concept of Operations | JDP | Joint Doctrine Publication |
| COMJFNZ | Commander Joint Forces New Zealand | JIM | Joint, Interagency, and Multinational |
| COMLOG | Commander Logistics | JIPOE | Joint Intelligent Preparation of the Operational Environment |
| COA | Course of Action | JP | Joint Publication |
| COO | Chief Operating Officer | JTF Comd | Joint Task Force Commander |
| COS | Chief of Staff | LO | Liaison Officer |
| COP | Common Operating Picture | LOGSUPT | Logistics Support (United Nations) |
| CPO | Chief People Officer | MFAT | Ministry of Foreign Affairs and Trade |
| CT | counter-terrorist | MFO | Multinational Force and Observers |
| CTF | Combined Task Force | MoD | Ministry of Defence |
| DCOMJFNZ | Deputy Commander Joint Forces New Zealand | NATO | North Atlantic Treaty Organisation |
| DFMG | Defence Force Management Group | NC | National Controller |
| | | NCE | National Command Element |

| | | | |
|-----------------|---|---------------|--|
| NSE | National Support Element | SOCC | Special Operations Component Commander |
| NZDF | New Zealand Defence Force | SOF | Special Operations Forces |
| ODESC(E) | Officials' Domestic and External Security Committee (Emergencies) | SOFA | Status of Forces Agreement |
| OGA | Other Government Agencies | SOP | Standard Operating Procedures |
| OLOC | Operational Level of Capability | TACOM | Tactical Command |
| OPCOM | Operational Command | TACOMD | Tactical Command (Australia) |
| OPCOMD | Operational Command (Australia) | TACON | Tactical Control |
| OPCON | Operational Control | TCC | troop contributing country |
| RAMSI | Regional Assistance Mission to Solomon Islands | UN | United Nations |
| RNZAF | Royal New Zealand Air Force | UNAMA | United Nations Assistance Mission in Afghanistan |
| RNZN | Royal New Zealand Navy | UNAMI | United Nations Assistance Mission for Iraq |
| ROE | Rules of Engagement | UW | unconventional warfare |
| SASO | Stability and Support Operations | VCDF | Vice Chief of Defence Force |
| SNO | Senior National Officer | | |
| SO | Special Operations | | |

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