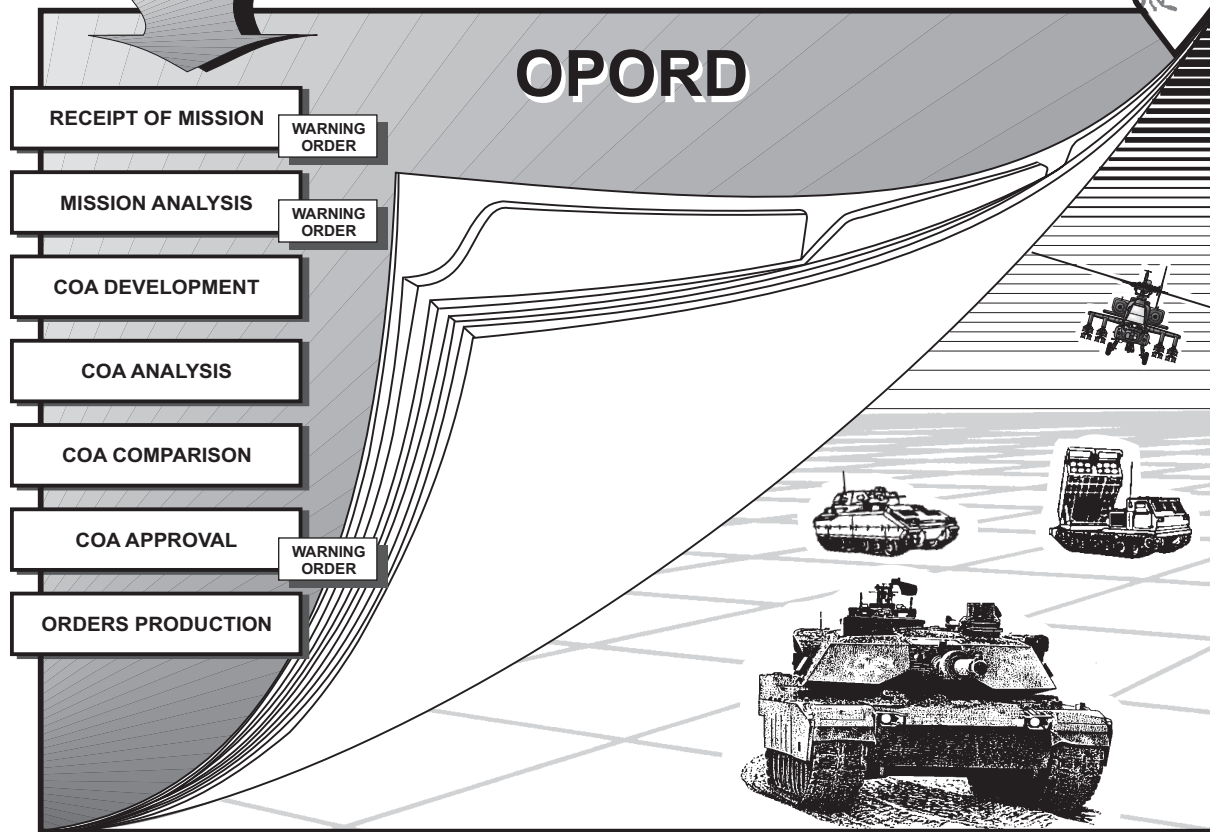
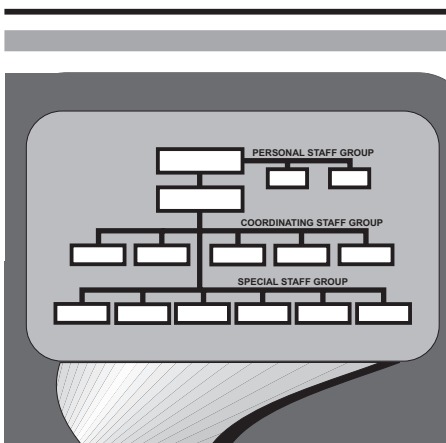


STAFF ORGANIZATION AND OPERATIONS



Headquarters, Department of the Army

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STAFF ORGANIZATION AND OPERATIONS

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PREFACE

This publication is the Army's capstone manual for staff organization and operations of major tactical and major tactical support commands at corps level and below. Field Manual (FM) 101-5 describes basic doctrine of the roles, relationships, organization, and responsibilities of staffs in the United States (US) Army. It does not cover staffs of units at echelons above corps and joint level. FM 101-5 is intended for use by staff officers in carrying out their duties and responsibilities as they assist the commander in accomplishing the mission. A commander may establish procedures and may organize the staff as necessary to conform with the mission, resources available, and level of command. However, the staff should continue to function along the direction described to maintain a common understanding among units.

FM 101-5 is the Army's doctrinal source for the military decision-making process, the doctrinal approach to decision making that helps the commander and his staff examine a situation and reach logical decisions.

FM 101-5 does not detail tactical missions or the use of forces during operations. The examples provided are guides only, showing general application procedures. This manual is the authoritative foundation for doctrine; procedures and techniques; force design; materiel acquisition; professional education; individual, unit, and service school training; and research and development for staffs and their functions.

Every attempt has been made to ensure that this manual is consistent with current joint doctrine and publications.

Headquarters, TRADOC, is the proponent for this publication. Send comments and recommended changes on DA Form 2028 to Commander, US Army Combined Arms Center and Fort Leavenworth, ATTN: ATZL-SWW-D, Fort Leavenworth, KS 66027-6900.

Unless otherwise stated, whenever the masculine or feminine gender is used, both men and women are included.

Chapter 1

COMMAND AND STAFF RELATIONSHIPS

Staffs exist to help the commander make and implement decisions. No command decision is more important, or more difficult to make, than that which risks the lives of soldiers to impose the nation's will over a resisting enemy. Staff organizations and procedures are structured to meet the commander's critical information requirements. Therefore, to understand the staff and its organization, responsibilities, and procedures, it is first necessary to understand how commanders command. Since the Army exists to successfully fight and win the nation's wars, understanding command begins with understanding how the Army fights. The skills, procedures, and techniques associated with command in war also may apply to managing Army organizations in peacetime, however our doctrine must focus on warfighting.

COMMAND AND CONTROL

Command and control is an essential element of the art and science of warfare. Command and control is the exercise of authority and direction by a properly designated commander over assigned and attached forces in the accomplishment of the mission. Command and control functions are performed through an arrangement of personnel, equipment, communications, facilities, and procedures employed by a commander in planning, directing, coordinating, and controlling forces and operations in the accomplishment of the mission.

The focus of command and control is the *commander*. Command is the authoritative act of making decisions and ordering action; control is the act of monitoring and influencing this action. While command and control may be discussed separately for understanding, in practice, command and control is a unified entity. The commander cannot command effectively without control, and he, with or without the staff, cannot exercise control without command.

The commander uses command and control, which includes the staff, to make effective decisions, to manage the uncertainty of combat, to employ military forces efficiently, and to direct the successful execution of military operations. In short, the goal of command and control is mission accomplishment, while the object of command and control is forces. The staff is the most important resource that the commander uses to exercise

command and control when the commander cannot exercise command and control by himself.

Command

Command is the authority a commander in military service lawfully exercises over subordinates by virtue of rank and assignment. Command includes the authority and responsibility for effectively using available resources and for planning the employment of, organizing, directing, coordinating, and controlling military forces for the accomplishment of assigned missions.

However, command is more than the constitutional, legal authority vested in an individual. It goes beyond the practiced application of managerial skills to efficiently use available resources to accomplish assigned missions.

Command is the art of decision making and of leading and motivating soldiers and their organizations into action to impose the nation's will over the enemy and accomplish missions at the least expense in manpower and material. Command is vested in an individual who has total responsibility. The essence of command is defined by the commander's competence, intuition, judgment, initiative, and character, and his ability to inspire and gain the trust of his unit. Commanders possess authority and responsibility and are accountable while in command.

Authority involves the right and freedom to use the power of command and, ultimately, to enforce obedience. The commander's authority to enforce his decisions is one of the key elements of his position. However, with the right to enforce decisions comes the responsibility for their consequences. To command is to direct with authority.

Responsibility is the legal and ethical obligation a commander assumes for the actions, accomplishments, or failures of a unit. He is responsible for the health, welfare, morale, and discipline of personnel as well as the equipment of his command. In wartime, the commander assumes responsibility for taking and saving human lives.

Accountability is the requirement for the commander to answer to a superior (and, ultimately, the American

people) for the effective and efficient use of delegated responsibility, authority, and resources. These delegated duties ultimately affect the life of every soldier under his command.

Although ultimate authority, responsibility, and accountability rest wholly with the commander, he can delegate specific authority to staff officers to decide and to act within their own areas of responsibility. Each subordinate staff officer must understand authority, responsibility, and accountability as they relate to his relationship with the commander, other staff officers, and subordinate commanders. Most important, the staff member must always remember that he is there to support and assist his commander.

Control

Control is the promulgation of the commander's decisions, guidance, and intent with subsequent supervision and adjustment of subordinate forces' execution to ensure compliance with the commander's intent. Control may take place before, during, and after operations. Control may be exercised directly or indirectly by directive, plan, or procedure. Information and time are critical to control.

The commander, with the help of his staff, uses control to regulate forces and functions of subordinate and supporting units in military operations to ensure mission accomplishment. Control is based on situational information, such as mission, enemy, terrain, troops, and time available (METT-T), from all sources. The commander uses this information to adjust the resources, concept, or objective of the plan or to exploit success in operations. Staffs help commanders exercise control by—

- Acquiring and applying means to accomplish the commander's intent.
- Defining limits.
- Determining requirements.
- Allocating means.
- Monitoring status and performance and reporting significant changes to the commander.
- Developing specific guidance from general guidance.
- Forecasting change.

COMMAND AND CONTROL (C²) SYSTEM

The command and control system is defined as the facilities, equipment, communications, procedures, and personnel essential to a commander for planning, directing, and controlling operations of assigned forces pursuant to the missions assigned. The term system is deceptive. It does not solely mean an arrangement of equipment such as a communications system. The C² system is an organization of resources the commander uses to help plan, direct, coordinate, and control military operations to ensure mission accomplishment. The result is combat effectiveness.

The resources the commander and his unit need to perform critical C² functions include—

- Personnel (staff and liaison personnel), who help the commander exercise control.
- Communications, which include communications equipment, spaced-based systems, and networks.
- Equipment, such as automation equipment to carry out command and control activities, and materials to sustain resources committed to command and control support.
- Facilities, which include a secure working environment or base for the commander and his staff (a headquarters), and an administrative and security organization to protect, sustain, and move the commander and staff.
- Procedures (including those for decision making), using multiple sources such as doctrine, tactics, techniques, regulations, and standing operating procedures (SOPs), to focus the command and staff effort.

The command and control system must be flexible, robust, survivable, and capable of providing the commander with information that allows him to perform C² functions concurrently. The commander is the center around which the C² system revolves. Any area where functions overlap normally indicates where he must focus his personal attention. The staff, using the C² system, provides the commander with the freedom to focus on the area he has deemed the most important.

Neither the commander nor his staff should consider the C² system an end unto itself. It only exists to support the commander and help him make the decisions necessary for accomplishing his mission. For example, while exercising command, a commander issues orders that

serve as input to subordinate units. As each subordinate unit plans and executes its mission, it produces feedback to its higher commander and his staff. These are the essential measures that support effective C². Command and control is continuous, and its activities are interrelated.

THE STAFF'S ROLE

The commander and his staff focus on recognizing and anticipating battlefield activities in order to decide and act faster than the enemy. All staff organizations and procedures exist to make the organization, analysis, and presentation of vast amounts of information manageable for the commander. The commander relies on his staff to get from battlefield "information" to battlefield "understanding," or situational awareness, quicker than his adversary. Once a decision is made, the commander depends on his staff to communicate the decision to subordinates in a manner that quickly focuses the necessary capabilities within the command to achieve the commander's vision or will over the enemy at the right place and time.

The primary product the staff produces for the commander, and for subordinate commanders, is understanding, or situational awareness. True understanding should be the basis for information provided to commanders to make decisions. Formal staff processes provide two types of information associated with understanding and decision making. All other staff activities are secondary. The first is situational awareness information, which creates an understanding of the situation as the basis for making a decision. Simply, it is understanding oneself, the enemy, and the terrain or environment.

The second type of information, execution information, communicates a clearly understood vision of the operation and desired outcome after a decision is made. Examples of execution information are conclusions, recommendations, guidance, intent, concept statements, and orders.

While a particular commander may focus and reorganize the staff as necessary to conform to his personal decision-making techniques or to the unique demands of a specific mission, his requirements of the staff remain the same. All staff organizations and procedures are intended to develop understanding of the commander's problem—how to use the capabilities available to decisively impose his will over a resisting enemy. The scope and complexity of military operations are too great for any one staff officer or section to meet the commander's

information needs in isolation. The staff officer who performs his mechanical staff functions, no matter how flawlessly, without understanding how commanders make decisions, is useless to his commander.

Every commander must make decisions concerning the allocation, commitment, and engagement of troops and resources. In turn, the commander must give his staff the authority to make routine decisions, within the constraints of the commander's intent, while conducting operations. The C² system is the tool by which the commander quickly distributes his decisions to his subordinate commanders.

The commander rigorously trains his staff, shaping them into a cohesive group that can work together to understand what information he deems important. Staff officers must be able to anticipate the outcome of current operations to develop concepts for follow-on missions. They must also understand and be able to apply commonly understood doctrine in executing their missions.

BATTLEFIELD VISUALIZATION

Battlefield visualization is the process whereby the commander develops a clear understanding of his current state with relation to the enemy and environment, envisions a desired end state, and then visualizes the sequence of activities that will move his force from its current state to the end state. In short, it provides the key to where and how the commander can best lead and motivate soldiers, and see the battlefield, his own forces, the enemy, and the end state.

It is critical to mission accomplishment that commanders have the ability to visualize the battlefield. Therefore, in his intent statement, the commander must clearly articulate his battlefield visualization to his subordinates and staff to ensure the optimum development and execution of his concept of operations.

The staff assists the commander with his battlefield visualization by collecting, processing, analyzing, and transforming data into knowledge, allowing the commander to apply his judgment to achieve understanding of the situation in the form of his vision. The staff then helps him communicate his battlefield visualization to his subordinates by preparing orders and informational products to achieve a relevant common picture and situational awareness. An information network must be in place and operating to support battlefield visualization.

Chapter 2

STAFF ORGANIZATION

This chapter provides the basic foundation of staff organizations from battalion through corps. Staff structures and organizations, within the limitations of regulations and laws, often reflect the commander's operational requirements, experience, and span of control. The Army uses standardized staff organizations to benefit from consistency in performance, responsibilities (regardless of unit type or echelon), training, and resources.

BASIS FOR STAFF ORGANIZATIONS

Military staffs are organized according to the following interrelated considerations:

- Mission.
- Broad fields of interest.
- Regulations and laws.

The *mission* determines activities units are to accomplish. These activities, in turn, determine how the commander organizes, tailors, or adapts the staff to accomplish the mission.

Regardless of the command mission, every Army staff has common *broad fields of interest* that determine how the commander divides duties and responsibilities. Grouping related activities allows an effective span of control and unified effort. Broad fields of interest include—

- Personnel (G1) (S1).
- Intelligence (G2) (S2).
- Operations and training (G3) (S3).
- Logistics (G4) (S4).
- Civil-military operations (G5) (S5).
- Signal operations (G6) (S6).
- Resource management (RM).

The broad fields of interest may vary, depending on the echelon of command, the mission, and the environment. For example, at the battalion level there is not a

resource manager. The commander, however, adds the field of interest to other echelons when resource management is a major consideration.

Army *regulations and laws* establish special relationships between certain staff officers and the commander. For example, AR 20-1, AR 27-1, and AR 165-1 require the inspector general (IG), the staff judge advocate (SJA), and the chaplain to be members of the commander's personal staff.

FACTORS AFFECTING STAFF ORGANIZATIONS

Each commander must use his professional knowledge, experience, and leadership style to develop and efficiently and effectively organize his staff. Several factors influence staff organization, including the—

- Size and diversity of responsibilities.
- Political requirements.
- Local (unique) requirements.
- Changes in the amount of work the section must routinely perform.
- The amount of information dissemination the section routinely conducts.
- The availability, knowledge, qualifications, and performance of personnel.
- Requirements imposed by the organization and location of command posts and headquarters.
- A section's mobility requirements.
- Requirements for 24-hour operations.
- Requirements for 24-hour local security.
- Ability to group related activities.
- Desired span of control.
- Demand for prompt dissemination of essential information.
- Commander's and chief of staff's preferences.