

This new chapter, if enacted, would establish the basic framework for DoD administrative regulations dealing with the combatant commands. In this regard, the Committee is particularly concerned about the ongoing revision by the Joint Chiefs of Staff of JCS Publication 2, entitled "Unified Action Armed Forces". JCS Publication 2 sets forth principles, doctrines, and functions governing the activities and performance of U.S. military forces when units from two or more Services are acting together. The Committee expects this revision to conform fully with the provisions and the spirit of chapter 6 and other relevant provisions of this bill.

As part of its effort to give increased emphasis to the combatant commands, the Committee plans to ask the unified and specified combatant commanders to testify before the Committee each year. While this bill would expand consideration of the operational requirements of the combatant commands within DoD, the Committee believes that it is also important that a similar effort be made as part of the congressional authorization and appropriations processes.

Although this bill comprehensively addresses the combatant commands, it does not address an increasingly important combatant component: special operations forces. Inaction by the Committee does not suggest a conclusion that there are no serious problems regarding special operations forces. Based upon available evidence, the Committee sees the same problems in special operations that have hampered the operational effectiveness of the unified combatant commands. Beyond operational deficiencies, the Committee is concerned about shortcomings in planning and resource allocation for special operations. In particular, the Committee is concerned because (1) the threat to U.S. interests from the lower end of the conflict spectrum is becoming more serious; (2) the capabilities needed to respond to these threats are not among the traditional ones of the Services; (3) the Services have a tendency in force planning to focus on high intensity conflicts upon which their resource programs are principally justified; (4) there is a need to coordinate the activities of the Services as they seek to develop required capabilities in order to avoid unnecessary duplication; and (5) there is a need for innovative thinking and new approaches to these threats.

*Sec. 162. Combatant commands: establishment; composition; functions*

Subsection (a) of section 162 of new chapter 6 would retain the authority currently provided in subsection (a) of section 124 for the President to establish combatant commands and to prescribe their force structure. It would, however, make three changes. First, subsection (a) would provide that the President is to have the advice and assistance of the Chairman of the Joint Chiefs of Staff in carrying out his authority to establish combatant commands, to prescribe their force structure, and to carry out the new duties added by clauses (3) and (4). Currently, the President is to have the advice and assistance of the Joint Chiefs of Staff. Specifying that the JCS Chairman will advise and assist the President is consistent with the designation of the JCS Chairman as the principal military adviser to the President, the NSC, and the Secretary of Defense.