

# TRO

## Clarifying Roles and Responsibilities

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*It seems that at every other videoteleconference (VTC) you attend these days you hear “Title 10, Title 10, who’s got the Title 10 responsibility?” Or here’s another one: “Well, if the commander who is tasked with training and readiness oversight (TRO) of a subordinate functional unit deploys, then he can either turn TRO over to the senior mission commander (SMC) at that remote post or designate an acting TRO commander, with the United States Army Forces Command (FORSCOM) approving the plan.”*

*Is it possible to have missed an entire semester at Command and General Staff College (CGSC)? Paradigms are clearly shifting. What would happen if somebody gave a pop quiz at one of these meetings? Name three or four Title 10 responsibilities—Go! The scores would likely be abysmal. So like any good staff officer, it’s off to Google™. But this time, the answers are not so easily found.*

The term *Title 10* is short for Title 10, United States Code (USC). If you waded through the USC online, it’s fairly daunting—lots of verbiage and no CliffsNotes®. It soon becomes apparent that a tutorial or guidebook would be extremely useful. FORSCOM has now published a Command and Control (C2) Reference Pamphlet to assist in strategic communications for the FORSCOM Modular Force C2 Plan.

At the 20th Engineer Brigade (Combat) (Airborne), Fort Bragg, North Carolina, we had to get smart quickly. In early March 2006, we received the attachment orders for a newly activated battalion at Fort Knox, Kentucky—the 19th Engineer Battalion—increasing the brigade’s span of control to four engineer battalions. The 20th Engineer Brigade commander was given TRO authority of this unit.<sup>1</sup> Further dialog with FORSCOM revealed that two additional battalions were coming in October 2006—the 7th Engineer Battalion at Fort Drum, New York, and the 326th Engineer Battalion, Fort Campbell, Kentucky. It was clear that brigade staff officers had to become subject matter experts on administrative control (ADCON)/Title 10 and more specifically on TRO (a subtask of ADCON/Title 10) to successfully define our role with these three geographically separated battalions.

On 6 September 2006, FORSCOM issued the executive order (EXORD) for the Modular Force C2 Plan. This was the Rosetta Stone document that we were searching for, and Annex J: Terms of Reference, was a helpful section. Never mind that some of the terms had *predecisional* in parenthesis, we now had

details for each term and a helpful listing of TRO responsibilities needed to identify the oversight of three geographically separated battalions. Select pages from this helpful reference quickly appeared in leader books throughout headquarters.

On page J7 of the annex, these TRO responsibilities are listed:

1. Provide training guidance and approve training programs.
2. Assess state of training and provide training direction.
3. Assess manpower, equipment, and training resource requirements; coordinate the obtaining of needed resources.
4. Provide mission essential task list (METL) guidance and approve the unit’s METL.
5. Receive and review unit readiness reports (USRs).
6. Manage military personnel and equipment, including the authority to cross-level between colocated, assigned, or attached units. Cross-leveling between installations will be directed by FORSCOM.
7. Establish a priority for resources (allocation) among assigned or attached units.

We can also cross-reference the listing against SMC responsibilities (installation commander in some cases) as it pertains to the three remote battalions. These are the ADCON-related (ADCON (-)/Title 10) responsibilities (also found on page J7):

1. Personnel services; morale, welfare, and recreation (MWR)/well-being; legal (including disciplinary authority unless specified otherwise); inspector general; public affairs; religious (chaplain); provost marshal; information management; contracting; installation engineer services; and resource management support.
2. Weapon and equipment sustainment and repair (above unit level).
3. New systems fielding and major end item distribution (but not allocation); SMCs, installation commanders, or garrison commanders exercising ADCON(-)/Title 10, minus training and readiness oversight (may not cross-level FORSCOM personnel and equipment unless directed by FORSCOM).
4. Providing base support operations, to include training enablers such as ranges, maneuver areas, training aids, simulation facilities, and training ammunition.

With this outlined, the responsibilities of the SMCs for the three newly assigned battalions were defined:

- 7th Engineer Battalion: Commander, 10th Mountain Division
- 19th Engineer Battalion: Commander, U.S. Army Armor Center and Fort Knox, Kentucky
- 326th Engineer Battalion: Commander, 101st Airborne Division (Air Assault)

Given the myriad of tasks a battalion faces daily, weekly, and monthly, a good bit of analysis and common sense was still required to decide which commander would take the lead on a given topic.

The table below shows only a few of the topics that need to be looked into to define the lead commander for a given area. It is evident that both the SMC at the installation of residence and the functional brigade commander with TRO

have a vested interest in the subordinate functional unit, and as such, the brigade commander has coordinating authority with the particular SMC. The 20th Engineer Brigade staff continues to formalize the working relationship and TRO of three remote subordinate battalions, as well as a provisional dive company at Fort Eustis, Virginia. Army command policy, Army regulations and, potentially, memorandums of agreement with the SMC's subordinate chain at the remote installation will result in a common understanding of responsibilities.

To further complicate this challenge, the brigade headquarters is slated to deploy for an Operation Iraqi Freedom rotation. FORSCOM has already anticipated this scenario and has provided guidance for transferring TRO duties during deployment. The bottom line is that interim TRO responsibilities will always reside with a FORSCOM operational commander. Engineer brigade commanders in the continental United States have agreed informally that

Defining the Lead Commander		
Area of Concern	Responsible Commander	Remarks
Doctrine	TRO commander	
Training	TRO commander	The SMC on the installation of residence provides training enablers to support the unit's approved training plan based on ARFORGEN-informed priorities for all units on the installation.
Leader development	TRO commander (in the rating chain of the battalion's officers and noncommissioned officers)	The SMC will be the battalion commander's senior rater <sup>2</sup> .
Organizational requirements	TRO commander and SMC	Facility needs are the responsibility of the SMC, but the TRO commander might assist in sourcing solutions with certain equipment needs.
Materiel	TRO commander and SMC	The SMC fields new equipment; the TRO commander cross-levels and lateral-transfers equipment.
Personnel (manning and evaluations)	The SMC has the lead in identifying and sourcing shortages, with TRO commander input and coordinating authority.	Subordinate units at remote installations will incorporate both SMC and TRO commander input into the commander's rating chain <sup>3</sup> .
Facilities	SMC	
Budget	SMC (resourced by the installation)	The TRO commander can weigh in with additional requests for funding if the unit isn't resourced adequately.
Unit status report (USR)	SMC (formally through the installation up to the Department of the Army [DA])	The TRO commander gets a copy and incorporates it into the integrated brigade USR.
Ammunition	TRO commander (responsible for forecasting and ordering) and SMC (responsible for resourcing)	Hired contract support maintains fleet at full mission capability (FMC) in low-usage maintenance program or entry into United States Army Materiel Command (AMC)-managed load-bearing equipment (LBE) program.
Equipment left back while a unit is deployed	SMC	
Reenlistment goals and progress	SMC and TRO commander (per FORSCOM mission goals and guidance, both should maintain visibility)	Currently some subordinates have mission goals from their SMC/installation.
Legal	SMC	A personnel action that requires SMC oversight and is also driven by Army command policy.

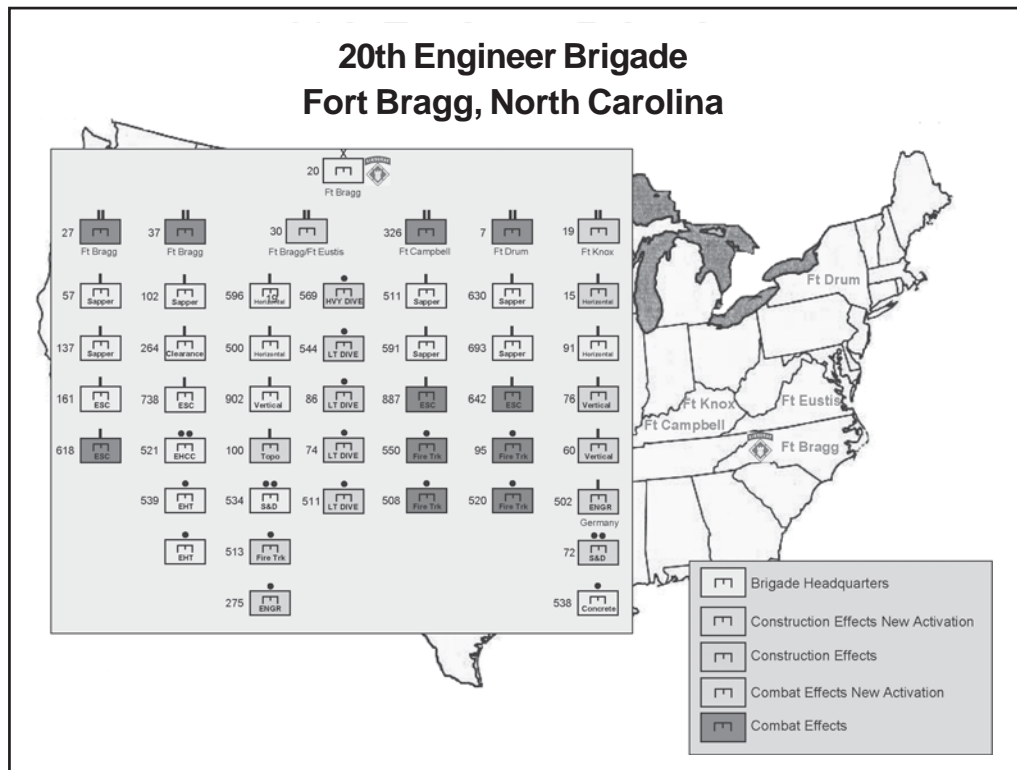
retaining TRO while deployed is the best option, given the difficulties of building staff linkages and training a new unit, its personnel, and its challenges. This is an Army Force Generation (ARFORGEN) Synchronization Conference action, and choices include passing interim TRO to the local SMC, another engineer brigade headquarters, or a combination. Following the mission sourcing sub-conference, the FORSCOM G-3 Plans Division will develop courses of actions and get the FORSCOM approval for a FORSCOM commander to perform TRO for those identified units. The final decision is briefed at the ARFORGEN

General Officer Steering Committee and codified at the ARFORGEN Synchronization Order (ASO) (who, where, and when). The 20th Engineer Brigade will provide input to this process.

The 30th Engineer Battalion will function as the brigade's rear detachment headquarters during the headquarters' deployment. As such, it will continue to work and rectify several unresolved issues in the brigade.

One of these issues is ordering equipment and material for deployed units. The 19th Engineer Battalion was activated and then deployed before its modified table of organization and equipment (MTOE) was fully issued at Fort Knox, but its equipment shortages were overcome by getting a large amount of theater-provided equipment (TPE) in Iraq. Since the 19th's rear detachment is a derivative unit identification code (UIC), and a low priority due to not being a deploying unit, it faces lengthy equipment delivery times for its shortages. So the 19th can reset and retrain without waiting for shortages to be ordered and delivered, we continue to work sourcing solutions with the XVIII Airborne Corps, FORSCOM G-4, and item managers. Additionally, the brigade S-4 rear continues to work interpost and internal brigade equipment transfers to source some of the equipment shortages in the 19th Engineer Brigade and in the activating 7th and 326th Engineer Brigades.

Today's plan will likely be modified over time. We recently learned that one of the brigade's battalions might inactivate. But throughout, the brigade motto will ring true—*Building Combat Power!* It has taken on a new meaning, as deployable and lethal modular units are formed every day.



## Endnotes

<sup>1</sup>In this article, the term “TRO” is used as defined by Annex J of the FORSCOM EXORD and focuses on the Active Army/Active Army training relationship, as opposed to the Department of Defense TRO definition referenced in Joint Publication 1-02, *Department of Defense Dictionary of Military and Associated Terms*, which reflects the Active Army/Reserve Component relationship.

<sup>2</sup>Per FORSCOM guidance, as long as the SMC chain is also a FORSCOM subordinate, the 19th Engineer Battalion commander at Fort Knox will have a revised rating chain from this example, since he resides on a TRADOC installation.

<sup>3</sup>Ibid.



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