The People's Liberation Army Strategic Support Force

Leadership and Structure

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and
Mark Stokes

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About the Authors

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Cover Image: The Chinese People's Liberation Army Strategic Support Force armband. (Source: PLA Daily Net)
Introduction

The People’s Liberation Army (PLA) Strategic Support Force (PLASSF) is one of the most significant components of the People’s Republic of China’s (China, PRC) ongoing military reform and reorganization.¹ Established in December 2015, and still in a state of transition, the PLASSF is not a service, such as the PLA Army (PLAA), PLA Air Force (PLAAF), PLA Navy (PLAN), and PLA Rocket Force (PLARF). However, as a force with the same grade as the four services and five Theater Commands (TC), the PLASSF is treated as a service. While the full extent of its roles and missions remains unknown, PLASSF senior officers manage at least three 1st-level administrative departments, two systems departments, and at least 12 corps leader-grade or corps deputy leader-grade base commands.

### Notional PLASSF Grade Structure

#### PLASSF Headquarters

<table>
<thead>
<tr>
<th>Component</th>
<th>Leader</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commander</td>
<td>TC Leader</td>
</tr>
<tr>
<td>Political Commissar</td>
<td>TC Leader</td>
</tr>
<tr>
<td>DDBR/DPC/TC Deputy Leader</td>
<td>TC Deputy Leader</td>
</tr>
<tr>
<td>Sen, Discipline Inspection Com</td>
<td>TC Deputy Leader</td>
</tr>
</tbody>
</table>

#### PLASSF Staff Department

- Chief of Staff: TC Deputy Leader (dual-hatted as DDBR)
  - DDBR’s (5): Corps Leader
  - Bureau (7): Corps Deputy/Division Leader

#### PLASSF Political Work Department

- Director: TC Deputy Leader (dual-hatted as DPC)
  - DDBR’s (5): Corps Leader
  - Bureau (7): Corps Deputy/Division Leader

#### PLASSF Logistics Department

- Director: Corps Leader
  - DDBR’s (5): Corps Deputy Leader
  - Bureau (7): Division Leader

#### PLASSF Space Systems Department

- Commander/PC: TC Deputy Leader
  - Chief of Staff: Corps Leader
  - DDBR’s (5): Corps Deputy Leader
  - Bureau (7): Corps Deputy/Division Leader
  - Research Institute: Division Leader

#### PLASSF Network Systems Department

- Commander/PC: TC Deputy Leader
  - Chief of Staff: Corps Leader
  - DDBR’s (5): Corps Deputy Leader
  - Bureau (7): Corps Deputy/Division Leader

#### Notional Base

- Base 20: Jinan
  - Corps Leader
- Base 25: Xiangyang
  - Corps Leader
- Base 26: Xining
  - Corps Leader
- Base 27: Xianning
  - Corps Leader
- Base 31: Nanning
  - Corps Deputy Leader
- Base 32: Guangzhou
  - Corps Deputy Leader
- Base 33: Chengdu
  - Corps Deputy Leader
- Base 34: Shenyang
  - Corps Deputy Leader
- Base 35: Beijing
  - Corps Deputy Leader
- Base 36: Beijing
  - Corps Deputy Leader
- Base 38: Kifeng
  - Corps Deputy Leader

#### PLASSF Leadership Structure

Senior PLASSF leaders, defined as Theater Command (TC) leader—and TC deputy leader—grade officers, are responsible for military space operations, most national-level intelligence, surveillance, and reconnaissance (ISR), and strategic electronic countermeasures (ECM). The PLASSF commander and political commissar are TC leader-grade officers. As such, the PLASSF is equal in grade to the PLAA, PLAN, PLAAF, PLARF, and the five Theater Commands. The PLASSF’s 1st-level departments — Staff, Political Work, Logistics, Space Systems, and Network Systems — and the Discipline Inspection Commission are responsible for structural integration (or “cross-domain fusion”) of space and network operations. Of note, no authoritative information has been found about a PLASSF Equipment Department.
1st-Level Departments:

- The PLASSF Staff Department, directed by the Chief of Staff and deputy Chiefs of Staff, is responsible for current operations and training.
- The Political Work Department, headed by a director and deputy directors, is responsible for all political work. The Discipline Inspection Commission, directed by a secretary, functions as a political inspector general.
- The Logistics Department, which has a director and political commissar, is responsible for all logistics issues, including fuel, medical, and finance.
- The Space Systems Department and Network Systems Department each has a commander, who is dual hatted as one of the PLASSF deputy commanders. The two systems Department political commissars (PCs) are dual hatted as concurrent PLASSF deputy PCs.
- At least six of these directors and PCs, including the secretary of the PLASSF Discipline Inspection Commission, carry TC deputy leader grades.

The PLASSF organizational structure is an anomaly within the overall PLA. Typically, the structure and organization of the four service headquarters is shown in the table below. As a general rule, 1st-level departments consist of the Staff Department, Political Work Department, Logistics Department, and Equipment Department. As such, all other departments are considered 2nd-level departments. Furthermore, under the re-organization, all 2nd-level departments have become bureaus.

**Table 1: PLA Service Headquarters Structure**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Organization</th>
<th>People</th>
</tr>
</thead>
<tbody>
<tr>
<td>TC Leader</td>
<td>Service HQ</td>
<td>Commander/PC</td>
</tr>
<tr>
<td>TC Deputy Leader</td>
<td>1st-level/Staff Dept; Political Work Dept; Discipline Inspection Commission</td>
<td>Chief of Staff; Director; Secretary; Deputy Commanders and PC</td>
</tr>
<tr>
<td>Corps Leader</td>
<td>1st-level Logistics Dept and Equipment Dept; Political Work Dept</td>
<td>Directors and PC; Deputy Chief of Staff and Deputy Directors</td>
</tr>
<tr>
<td>Corps Deputy Leader</td>
<td>Logistics Dept and Equipment Dept</td>
<td>Deputies</td>
</tr>
<tr>
<td>Division Leader</td>
<td>2nd-level bureaus (局)</td>
<td>Directors</td>
</tr>
<tr>
<td>Division Deputy Leader</td>
<td>2nd-level bumen (部门)</td>
<td>Deputies</td>
</tr>
<tr>
<td>Regiment Leader</td>
<td>3rd-level divisions (处)</td>
<td>Directors</td>
</tr>
<tr>
<td>Regiment Deputy Leader</td>
<td>3rd-level bumen (部门)</td>
<td>Deputies</td>
</tr>
</tbody>
</table>

The PLASSF is an anomaly because the Space Systems Department and Network Systems Departments are both 1st-level departments at the same grade as the Staff Department, Political Work Department, and Discipline Inspection Commission. As such, they cannot be subordinate to any of those departments. Furthermore, because of their grade, each of their
PLASSF Senior Leaders

As shown in the table above, with the exception of the CMC Vice Chairman and member grades, each of which have only three-star flag officers assigned, all other grades have two ranks assigned — a primary and secondary rank. For example, the current commander of the Eastern Theater Command, Liu Yuejun, is a general, while the PC, He Ping, is a lieutenant general, but they have the same grade (TC leader). As in all headquarters, with only a few exceptions, the PC is the Party secretary while the commander is the deputy secretary. As a general rule, officers rarely receive a grade and rank promotion at the same time, and it is the grade promotion, which is based on their billet, that defines their change of status and responsibilities. Although there are
annual rank promotion ceremonies for all flag officers, there is rarely a ceremony for someone who has received a grade promotion and changes billets.

**General (GEN) Gao Jin** (高津; b. 1959) was assigned as PLASSF commander in December 2015 and carries a TC leader grade. He previously served as commandant of the Academy of Military Sciences (2014-2015), Assistant to the Chief of the General Staff Department (GSD) (07/2014-12/2014), Second Artillery Chief of Staff (12/2012-07/2014), and Second Artillery deputy Chief of Staff (2011-2012). Before his assignment to Second Artillery headquarters in Beijing in 2011, Gao Jin spent more than 20 years in Base 61 (former Base 52, Huangshan), a corps leader-grade command opposite Taiwan.

- In August 1991, Gao Jin commanded the operational test and evaluation (OT&E) unit responsible for facilitating the introduction of the first conventional short range ballistic missile (SRBM) system into the PLA's active inventory. Upon the OT&E unit's transition to brigade status in 1993, he was assigned as a battalion commander in the 815th Brigade, China's first conventional SRBM unit. He led the battalion in operations against Taiwan in 1995-1996. In 1997, he assumed command of the 815 Brigade. He subsequently served as Base 52 deputy Chief of Staff (2001-2004), Chief of Staff (2004-2007), and deputy commander (2007-2009), before his promotion as Base 52 commander in 2009 and

**GEN Zhang Weiping** (郑卫平; b. 1955) was assigned as political commissar of the PLASSF in 2017 and carries a TC leader grade. He previously served as political commissar of the Eastern Theater Command (2016-2017), political commissar of the Nanjing Military Region (NJMR, 2012-01/2016), directed the Guangzhou Military Region Political Work Department (GZMR, 2007-2012) and served as political commissar of the 41st Group Army (2005-2007). Earlier in his career, he served in various National Defense University positions and allegedly was a *mishu* (秘书) within the General Political Department (GPD) General Office, likely supporting Li Jinai (李继耐), the former director of GPD. He was promoted to the rank of GEN in 2015. He is also a member of the 18th and 19th Central Committee, as well as the 13th National People's Congress.

**GEN Rao Kaixun** (饶开勋; b. 1964) was assigned as a deputy commander of the PLASSF in January 2016 and carries a TC deputy leader grade. Although unconfirmed, he may be dual hatted as acting Chief of Staff. A Hui minority, Rao Kaixun previously directed the GSD Operations Department (2013-2015), commanded the 14th Group Army (2012-2013), and served as Chief of Staff of the 13th Group Army (2010-2012). Rao rose through the ranks of the 149th Infantry Division. As director of the GSD Operations Department, he was dual hatted as director of the State Committee of Border and Coastal Defense Office and State Civil Air Defense Office. He was promoted to the rank of MGEN in 2010 and LGEN in 2017. He was a member of the 13th National People's Congress.

- **MGEN Zhang Minghua** (张明华) is cited in 2017 reporting as a PLASSF Deputy Chief of Staff. He was previously identified in 2014 reporting as deputy director of the GSD Third Department, a corps deputy leader-grade position.

**MGEN Zhang Zhihui** (张志辉) is cited in 2018 reporting as a deputy secretary of the PLASSF Discipline Inspection Commission.

**LGEND Feng Jianhua** (冯建华; b. 1958) was reportedly assigned as director of the PLASSF Political Work Department in January 2016 and carries a TC deputy leader grade. He previously was the director of the GPD Cadre Department and served as a deputy director of the General Armament Department (GAD) Political Department. He was promoted to the rank of LGEN in 2017. He is an alternate member of the 19th Central Committee.
PLASSF Space Systems Department (航天系统部)

The PLASSF Space Systems Department appears to have integrated space launch, tracking, and control base commands previously subordinate to the former GAD Headquarters Department, with division leader-grade units previously subordinate to the GSD. For the purposes of contracting satellite launch, tracking, and control services, the GAD Headquarters Department used an external designation of China Satellite Launch and Tracking Control (CLTC). The GAD Headquarters Department was directed by the GAD Chief of Staff, a TC deputy leader-grade officer who oversaw three corps leader-grade space launch base commands in Jiuquan (酒泉卫星发射中心, Base 20, aka Shuangchengzi), Taiyuan (太原卫星发射中心, Base 25, aka Wuzhai), and Xichang (西昌卫星发射中心, Base 27), its Wenchang annex, and two corps leader-grade base commands responsible for space tracking and control.

- The Xi’an Satellite Tracking and Control Center (Base 26) is a corps leader-grade organization responsible for space tracking, telemetry, and control. Although unconfirmed, Base 26 may oversee the Beijing Space Flight Control Center and its subordinate entities. PLASSF also incorporated several former GAD research departments, including the Beijing Institute of Tracking and Telecommunications Technology.

- The China Satellite Maritime Tracking and Control Department (Base 23, Jiangyin) is a corps leader-grade organization that is responsible for sea-based satellite tracking, control, and launch vehicle transportation to Hainan.

Division leader-grade organizations previously under GSD include the Beidou navigation satellite system ground segment, which reported to the GSD Operations Department Survey and Mapping Bureau. The GSD Informatization Department managed the ground segment of the military satellite communications (SATCOM) network. The GSD Intelligence Department (also known as the GSD Second Department, or 2PLA) oversaw a division leader-grade bureau responsible for space reconnaissance.

- The PLASSF Space Systems Department appears responsible for ensuring the readiness of the former GAD’s five space launch, tracking, and control base commands. A possible new corps leader or corps deputy leader-grade space applications base, headquartered in Beijing, may have integrated division leader-grade units responsible for SATCOM and space-based ISR ground segments. Another base command, headquartered in Wuhan, may have integrated a range of survey and mapping units.

- From a command and control perspective, corps leader-grade officers overseeing these bases presumably would report to leaders at the next higher grade.

- The Space Systems Department also oversees the PLASSF Space Engineering University, which is a corps leader organization.
PLASSF Space Systems Department Leadership

LGEN Shang Hong (尚宏; b.1960) was assigned as a concurrent PLASSF deputy commander in 2016 and carries a TC deputy leader grade.\(^{11}\) He is dual hatted as commander of the PLASSF Space Systems Department. Shang Hong previously served as deputy director of the PLA GAD (2015), GAD Chief of Staff (2011-2015), director of the Jiuquan Satellite Launch Center (likely 2013-2016), and Deputy Chief of Staff in the 2008 timeframe. He is a member of the 19th Central Committee.

- MGEN Hao Weizhong (郝卫中; b. 1960) was reportedly assigned as a Space Systems Department deputy commander, and MGEN Fei Jiabin (费加兵; b. 1963) was reportedly assigned as director of the Space Systems Department Staff Department in 2017.\(^{12}\) Both previously served in corps leader-grade positions (Taiyuan Satellite Launch Center and Maritime Tracking Department).

LGEN Kang Chunyuan (康春元; b.1958) was assigned as a concurrent PLASSF deputy political commissar in 2016.\(^{13}\) Carrying a TC deputy leader grade, he is dual hatted as the political commissar of the Space Systems Department. He previously served as deputy political commissar of the Lanzhou Military Region (LZMR, 2014), deputy director of the Beijing Military Region (BJMR) Political Department, director of the 65th Group Army Political Department, and director of the BJMR Political Department Propaganda Department. He was promoted to the rank of MGEN in 2006 and LGEN in 2016.

- MGEN Huang Qiusheng (黄秋生) is reported to have been assigned as a deputy political commissar of the Space Systems Department in 2018 (presumably dual hatted as the Political Work Department director).\(^{14}\) He replaced Cheng Jian, who now directs the PLARF Political Work Department. Huang Qiusheng previously served as a deputy director of the PLASSF Political Work Department.

Network Systems Department (网络系统部)

The PLASSF Network Systems Department appears to have integrated PLA technical reconnaissance and electronic countermeasures missions previously under GSD. This includes all, or significant portions of, the former GSD Technical Reconnaissance Department (Third Department, or 3PLA) and Electronic Countermeasures (ECM) and Radar Department (Fourth Department, or 4PLA). As a corps leader-grade organization, the GSD Third Department consisted of administrative third level departments (bumen), 12 operational bureaus, a computing center, and three research institutes. GSD Third Department operational bureaus carried a division leader grade (or possibly corps deputy leader grade in some cases) and were separate and distinct from technical reconnaissance bureaus (TRBs) under the PLA’s then-seven military regions, the PLAN, and PLAAF.\(^{15}\) The GSD Fourth Department consisted of administrative departments, division leader-grade bureaus, probably two air defense ECM brigades, a satellite ECM command, an ECM Center, and the GSD Fourth Department research institute.
The Network Systems Department is led by a commander and political commissar. Both carry TC deputy leader grades. Deputy commanders and deputy political commissar of the Network Systems Department (and/or Chief of Staff and director of the Political Work Department) presumably carry corps leader grades.

- Senior PLASSF Network Systems Department officers presumably exercise at least administrative authority over corps leader, corps deputy leader, division leader, and division deputy leader-grade units previously subordinate to the former GSD Third and Fourth Departments. Selected divisions under former Military Region, PLAN, and PLAAF TRBs may have been integrated into at least six corps leader or corps deputy leader-grade base commands. Corps leader-grade base leaders would report to officers at the next higher grade, in this case directly to the PLASSF Chief of Staff and/or PLASSF Deputy Commander overseeing the Network Systems Department. While administratively subordinate to the PLASSF, five of these base commands could provide national level ISR support to Theater Commands during peacetime. They could be formally assigned to Theater Command operational control during a contingency.

- Recent references to a PLASSF “Third Department” may suggest either a third systems department or, more likely, the dominance of the former 3PLA within the Network Systems Department. MGEN Li Tiantian (李天天) is cited as a deputy commander of a PLASSF “Third Department.” Li previously served as deputy director of the GSD Intelligence Department, and was dual hatted as director of the Ministry of National Defense Peacekeeping Office.

Selected strategic ECM division deputy leader-grade units (e.g., brigades) previously under the GSD Fourth Department may have been integrated into a newly established corps, or corps deputy leader command, along with a former GAD directed energy testing department.

The Network Systems Department also oversees the PLASSF Information Engineering University, a corps leader-grade organization. The Information Engineering University may oversee the following 2nd level departments:

- Political Department (政治部)
- S&T Research Department (科研部)
- Training Department (训练部)
- Command Information Systems Academy (指挥信息系统学院)
- Electronic Technology Academy (电子技术学院)
- Encryption Engineering Academy (密码工程学院)
- Luoyang Foreign Language Academy (洛阳外国语学院)
- Geospatial Information Academy (地理空间信息学院)
- Cyberspace Security Academy (网络空间安全学院)
- Navigation and Aerospace Target Engineering Academy (导航与空天目标工程学院)
- Command Officer Basic Education Academy (指挥军官基础教育学院)
- Blockchain Academy (区块链研究院; located in Shenzhen).
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- National Digital Switching Engineering Research Center (国家数字交换系统工程研究中心 / 国家数字交换系统工程技术研究中心)
- National Key Laboratory of Mathematical Engineering and Advanced Computing (数学工程与先进计算国家重点实验室)
- Information Technology Research Institute (信息技术研究所)
- Fuzhou Sub-Academy (福州分院)
- Changshu Sub-Academy (常熟分院)
- Songshan Training Base (嵩山训练基地).

LGEN Zheng Junjie (郑俊杰; b. 1957) was assigned as a concurrent PLASSF deputy commander in 2016 and carries a TC deputy leader grade. He is probably dual hatted as commander of the Network Systems Department, which integrates technical reconnaissance (including cyber) and ECM. He previously directed the GSD Technical Reconnaissance Department (3PLA, 2015), directed the PLA Information Engineering University (2014-2015), served as deputy director of the GSD Third Department, and deputy director of the Third Department Science and Technology (S&T) Equipment Department. He was promoted to the rank of LGEN in 2018. He is a member of the 13th National People's Congress.

LGEN Chai Shaoliang (柴绍良; b.1954) is cited in 2016 reporting as political commissar of the Network Systems Department and carries a TC deputy leader grade. He previously served as deputy political commissar of the GAD, deputy political commissar of the Chengdu Military Region (CDMR), director of the CDMR Political Department, and director of the GPD Organization Department. He was promoted to the rank of LGEN in 2012. It is possible that he has retired from his current position. He was a member of the 18th Central Commission for Discipline Inspection. He is also a member of the 13th National People's Congress (NPC) and NPC Constitution and Law Committee.

- Possible deputy chiefs of staff include MGEN Yi Jianshe (易建设) and MGEN Zhang Minghua (张明华).

Key Takeaway

Based on limited sources available, the PLASSF appears intended to integrate the launch, tracking, and control of satellites with the operational units that apply the services that the satellites provide, such as command, control, communications, computers, intelligence, surveillance, and reconnaissance. PLASSF may also integrate national-level technical reconnaissance assets (including cyber) with ECM. PLASSF leaders and supporting administrative staff presumably would facilitate “cross-domain fusion” of space and network operations. If directors of the Space Systems Department and Network Systems Department both carry theater command deputy leader grades, both organizations likely would be considered PLASSF first level departments and not subordinate to the PLASSF Staff Department. As a notional example of “cross-domain fusion,” assets in northeast China could achieve synergies in monitoring North Korean missile test launch activities through a combination of technical reconnaissance, space tracking, and space-based reconnaissance (see graphic below).
The PLA is gradually developing its capacity to project military power across almost every domain, both vertically in space and horizontally beyond its periphery. In short, the PLASSF is a significant component of the broader PLA reform and reorganization effort to build a more networked, "world class military."
End Notes


10 Yue Huairang, "Feng Jianhua, Director of the Political Work Department of the Strategic Support Force, has been promoted to the rank of Lieutenant General (战略支援部队政治工作部主任冯建华已晋升中将军衔)" The Paper, October 30, 2017, at https://www.thepaper.cn/newsDetail_forward_1838668.

11 Yue Huairang, “Deputy Chief of the Strategic Support Force and Commander of the Space Systems Department Shang Hong has been promoted to the rank of Lieutenant General (战略支援部队副司令员兼航天系统部司令员尚宏已晋升中将军衔),” The Paper, October 30, 2017, at https://www.thepaper.cn/newsDetail_forward_1838712.

12 “Strategic Support Forces Aerospace Systems Department debuts Shang Hong as commander (战略支援部队航天系统部亮相 尚宏任司令员),” Caixin, April 25, 2017, at http://m.china.caixin.com/m/2017-04-25/101082917.html.

13 Wang Jun, “Kang Chunyuan, a deputy military region military officer, has been promoted to the rank of lieutenant general. He used to be the deputy political commissar of the former Lanzhou Military Region (副大军区职军官康春元已晋升中将军衔，曾任原兰州军区副政委),” The Paper, August 29, 2016, at https://www.thepaper.cn/newsDetail_forward_1521187.

14 Wang Jun, “General Huang Qiusheng, deputy director of the Political Work Department of the Strategic Support Force, has been transferred to the Deputy Political Commissar of the Space Systems Department (战略支援部队政工部副主任黄秋生少将已转任航天系统部副政委),” The Paper, August 28, 2018, at https://www.thepaper.cn/newsDetail_forward_2386545.


17 Yue Huairang, “Deputy Commander grade Zheng Junjie has been promoted to the rank of Lieutenant General (副战区级将领郑俊杰已晋升中将军衔),” March 7, 2018, at https://www.thepaper.cn/newsDetail_forward_2021142.