

CHAPTER 5

JOINT OPERATIONS PLANNING

Section I. INTRODUCTION

5-1. General

a. The Joint Strategic Planning System (JSPS), the Joint Operations Planning System (JOPS), and the Army Planning System were discussed briefly in chapter 4. The JSPS provides for the publication of timely documents and guidelines that permit the development of contingency plans. The JOPS provides guidelines on how to put the plans together. There is a sequence of events that occurs from year to year that accommodates changes in planning and provides for updating plans. This sequence of events incorporates the publication of documents under JSPS and is integrated with the defense Planning, Programming, and Budgeting System (PPBS). It is the integration of JSPS and PPBS that permits recommendations to be passed from the Joint Chiefs of Staff (JCS) to Secretary of Defense, National Security Council (NSC), and the President and decisions and guidelines to be passed from the Secretary of Defense to the JCS, the services, and unified and specified commanders. Concern with the process of developing contingency plans down through division level in the Army requires a look at those documents published that provide communication up and down to assist in the planning process and to close the gap between resource managers, strategic planners, and contingency planners.

b. The participants in the contingency planning cycle below the JCS are the unified and specified commands worldwide that prepare contingency plans as directed in the Joint Strategic Capabilities Plan (JSCP) and the supporting component commands which respond to the unified and specified commanders with supporting plans. In addition, subordinate unified and specified commands when established, such as in Pacific Command (PACOM), prepare supporting plans as directed by their unified or specified commands. Eventually, corps and divisions write supporting plans to carry out detailed missions. To fully understand the interaction of cycles and participants, it is necessary to review the unified and specified commands with which the Army must work in developing contingency plans and supporting those plans.

(1) A unified command is a joint force, with a broad continuing mission under a single commander, which is composed of significant assigned or attached components of two or more services, and which is constituted and so designated by the JCS or by a commander of an existing unified command which was established by the JCS. Unified commands currently constituted are:

(a) US Atlantic Command (USLANTCOM) with headquarters at Norfolk, Virginia.

(b) US European Command (USEUCOM) with headquarters at Patch Barracks, Stuttgart, Germany.

(c) US Pacific Command (USPACOM) with headquarters at Camp H. M. Smith, Oahu, Hawaii.

(d) US Readiness Command (USREDCOM) with headquarters at MacDill Air Force Base, Tampa, Florida.

(e) US Southern Command (USSOUTHCOM) with headquarters at Quarry Heights, Canal Zone.

(f) US Central Command (USCENTCOM) with headquarters at MacDill Air Force Base, Tampa, Florida.

(g) US Space Command (USSPACECOM) with headquarters at Colorado Springs, Colorado.

(2) A specified command is a uniservice command with a broad continuing mission, which is established by the President and is specified as a command operating under the direction of the JCS and responsible through the JCS to the Secretary of Defense and the President. Elements of other military services may be assigned to the operational control of a specified command in the performance of its mission. Specified commands currently constituted are:

(a) Strategic Air Command (SAC) with headquarters at Offutt Air Force Base, Omaha, Nebraska.

(b) Aerospace Defense Command (ADCOM) with headquarters in Colorado Springs, Colorado.

(c) Military Airlift Command (MAC) with headquarters at Scott Air Force Base, Illinois.

(3) Army component commands within each unified command or subordinate unified command, if established, are designated as the US Army forces component of the appropriate command. The Army is commanded by the senior Army officer eligible to exercise command. Army forces assigned to a unified or specified command are organized by the Department of Army (DA) to support accomplishment of the unified or specified command mission. Existing US Army component commands are:

(a) USAREUR, with headquarters at Campbell Barracks, Heidelberg, Germany, is the Army component command of USEUCOM.

(b) United States Army, Atlantic (ARLANT) and US Army Forces Readiness Command (USARRED) serve as the Army component of LANTCOM and USREDCOM. The US Army Forces Command (FORSCOM) with headquarters at Fort McPherson, Georgia, also has the mission to function as ARLANT and USARRED component.

(c) US Army Western Command with headquarters at Fort Shafter, Oahu, Hawaii, performs Army component command planning functions for USPACOM. Actual Army component command responsibilities in wartime depend upon whether the conflict is regional or global in nature. In a global conflict, or one that is regional but not in Korea or Japan, WESTCOM continues its component responsibilities. In event of a conflict restricted to Korea or Japan, Army component command responsibilities would be assumed by the Army component of the appropriate subunified command. There are two subordinate unified commands in USPACOM:

1 Commander United States Forces, Korea (COMUSKOREA) whose Army component is Eighth United States Army (EUSA).

2 Commander United States Forces Japan (COMUSJAPAN) whose Army component command is United States Army, Japan (USARJ).

(d) The 193d Infantry Brigade, a subordinate command of FORSCOM serves as the Army component command of USSOUTHCOM.

(e) US Army Forces Central Command (USARCENT), composed of the Third US Army, is the Army component command of USCENTCOM.

5-2. Unified Command Plan (UCP)

The UCP assigns specific geographic areas of responsibility to commanders of unified commands

or specified commands around the world. Certain geographic areas are not covered by unified commands. The responsibility for planning for contingencies in these areas is given to the USREDCOM or is undertaken by the JCS. In the preparation of contingency plans, unified commanders are responsible for their assigned geographic areas and plan to take control of forces not already in their assigned areas as they enter the area. The assigned areas of responsibility are those that are the most logical considering the threat, strategy, current location of US forces, and agreements with allies. Unified commands prepare contingencies for operations in all parts of their assigned areas of responsibilities where there is a logical threat or mission. These plans are either written as a result of instruction contained in the Joint Strategic Capabilities Plan (JSCP) or other JCS directives or they are written unilaterally by direction of the unified commander.

5-3. Planning Levels

Planning at the service department and Department of Defense (DOD) levels is concerned primarily with determining resources to carry out national strategy and in providing guidance to lower echelons for their planning. At the JCS and the unified command levels, planning is concerned primarily with deployment of forces rather than their employment. Employment is considered only to the extent of determining the deployment requirements. At these high levels, the planners must be able to project themselves into the future from 1 to 10 or more years. At the JCS and unified command levels, the planners must also consider joint aspects. At the component command level, the concern is a miniature of that at the service department, unified command, and major commands subordinate to the service levels. Below the component level the concerns are principally uniservice with limited territorial responsibilities and in the near time frame. Regardless of the level, all planners, in developing plans, proceed in a deliberate and logical fashion to examine and define the problem and develop a solution. Regardless, if the final product is a complete, formal written document, an abbreviated document, or informal verbal presentation, the general sequence of steps and format for the end product is followed. For the joint planner, the JOPS should facilitate planning through the use of standardized files and procedures and automatic data processing (ADP) support. The standard files act as a common denominator to have all services utilizing the same data and talking the same language. With the whole system built around the Worldwide Military Com-

mand and Control System (WWMCCS), the JCS, services, Joint Deployment Agency (JDA), and Transportation Operating Agencies (TOA) have access to a common data base for all items. The

ADP capability not only aids in operation planning but also in review of the plans and the feasibility testing of them.

Section II. DATA AUTOMATION SYSTEMS TO SUPPORT JOINT OPERATIONS PLANNING

5-4. General

a. Joint planning has become increasingly dependent upon ADP. Detailed, precise planning and feasibility testing are imperative because of limited resources, the dramatic increase in the price of forces, weapons systems and their support, and the decreased margin of military superiority and strategic and tactical warning. The constraints of limited strategic and tactical transportation resources, together with the increased demands placed on mobility planning for contingencies throughout the spectrum of conflict, make planning and testing especially imperative. Rapidly developing crisis situations throughout the world require the military planner to respond accurately and almost instantly to queries by the National Command Authorities regarding the widest range of options and possibility for the application of US military forces. The satisfaction of these requirements is made possible through the use of second- and third-generation computers which enable the storage, sorting, and manipulations of tremendous amounts of data. Planners have access to rapid, secure communications systems for data exchange. They have also developed experience in writing and operating sophisticated software. Planners and commanders can now make realistic and detailed appraisals and evaluations of force requirements for the employment of combat and combat service support (CSS) elements as well as the major combat forces. It must also be pointed out that the ability of ADP to be a useful planning tool is highly dependent on hardware and software compatibility between systems.

b. The Office of the Secretary of Defense and the JCS have developed five primary systems to provide responsive standard systems and data. These five systems: the Joint Operations Planning Systems Report (JOPSREP), Worldwide Military Command and Control System Intercomputer Network (WIN), WWMCCS, JOPS III, and the Joint Deployment System (JDS), combine to give the planner the information system, computer hardware, and data files and programs necessary to develop feasible joint plans for both deliberate and time sensitive planning.

(1) The JOPSREP provides for a computer-computer exchange of force data. Army unique

requirements for the preparation and construction of force records in Operation Plan (OPLAN) Time-Phased Force Deployment Data (TPFDD) are prescribed in the Army Mobilization and Operational Planning System (AMOPS). The Army component, develops TPFDD for submission to the supported commander (unified, specified, or joint task force) in accordance with JCS Pub. 6, vol. II, pt. 11, ch. 1 (JOPSREP). The TPFDD includes assigned forces, augmentation and support forces, sustainment, and personnel requirements to be deployed in a theater of operations. The data are available to all supporting commanders and services responsible for developing supporting plans and annexes.

(2) The capabilities of WIN allow commands to use computer internetting. Computer internetting provides an opportunity to use workload sharing as computer work is transferred from a computer that is being used to the maximum to one that is not; allows an ADP user at one location to use ADP programs at a different location or the user can collect data stored at the second site for use at the home site; allows the ADP user to transfer data between computers, and allows teleconferencing among a large number of participants via a remote terminal.

(3) The WWMCCS was formalized by title, composition, and function by DOD Directive S5100.30 in 1962. As defined in JCS Pub. 2, WWMCCS is "the system that provides the means for operational direction and technical administrative support in the function of command and control of US Military Forces." The goal of WWMCCS is to assure effective connectivity among the National Command Authority, JCS and other components of the National Military Command Structure (NMCS) down to the Service component commanders. The system provides a multi-path channel of secure communications to transmit information from primary sources to those who must make decisions (including presidential decisions) and to transmit their decisions (in the form of military orders) to subordinates. The five major components of WWMCCS are the National Military Command Structure, the WWMCCS-related management/information systems of the headquarters of the military departments, the com-

mand and control systems of the unified/specified commands, the command and control systems of the headquarters of the service component commands, and the command and control support systems of the DOD agencies.

(4) JOPS Automatic Data Processing (ADP) is a standard system to provide automated support to the joint planner during plan development, review, and execution. The technical aspects of JOPS ADP files and application programs are of no special interest to the average joint planner. The planner must, however, understand what the major files and programs are, and what they can provide. Files currently in JOPS provide planning data regarding characteristics of bases throughout the free world, construction, transportation resources characteristics, movements data, and resupply and personnel replacement data. In addition, there are eight programs which permit the planner to accomplish such tasks as tailoring forces, producing JOPSREP records, determining movement requirements, determining base development requirements, determining medical support and aeromedical evacuation requirements, and producing TPFDD. Another program permits the planner to determine the feasibility of the deployment scheme developed in support of the operation plan (OPLAN). A control program provides the planner the ability to work directly with the computer in a conversational model to change parameters, select options, and to specify the desired output relating to force structure, movements, and the feasibility of the deployment plan. The JOPS ADP programs are described in paragraph 5-5.

(5) The Joint Deployment System (JDS) was developed by the Joint Deployment Agency (JDA), as an automated system to support deployment planning and execution. Previous command post exercises by the joint community highlighted the need to tie together various computerized planning and execution systems and to augment existing management information systems. As a result, JDS-unique software capabilities and procedures were developed to operate with the Joint Operations Planning System (JOPS) and with the Unit Status and Identity Reporting System (UNITREP). By providing the critical link between forces needed (identified during the planning process) and forces available (identified by unit reporting), JDS bridges the gap between JOPS deliberate planning and time-sensitive planning and execution.

5-5. JOPS ADP Reference Files and Application Programs

a. JOPS, Volume III, is the manual that describes the ADP systems that have been designed

to support operations planning as specified in JOPS, volumes I and II. The ADP system has been developed as a WWMCCS standard system using Honeywell computers in DOD. The system is comprised of standard reference files, application programs and procedures which support the unified and specified commands, the services, TOAs, and the Organization of the JCS in accomplishing operations planning. The JOPS ADP computer programs have been designed to be dependent upon a continuous dialogue between the planner and the computer through a visual information processor (VIP) terminal.

b. The System Monitor (SM) provides the medium that allows the planner to work with the application programs in the JOPS ADP system. Responding to a series of preprogrammed questions displayed on the VIP terminal screen, the planner inputs the requested information using the terminal's keyboard and is led by the System Monitor through the planning process, step by step. The SM will convert the planner's inputs into the format necessary for an ADP program to recognize, store, and manipulate the data in the plan TPFDD. Likewise, the planner can ask for information from the TPFDD, and the SM will interface with the data base to access and display the contents in the report format desired.

c. The following is a brief description of the major JOPS ADP data files:

(1) *Aerial Ports and Air Operating Bases File (APOINTS)*. Provides physical and operating characteristics of air bases throughout the free world. Data include runway weight-bearing capacity, load classification number, fuel availability, aircraft parking space, and storage capacity. Records are identified by a geolocation code.

(2) *Civil Engineering Files (CEF)*. Provides construction planning data used by application programs within the Civil Engineering Support Plan Generator (CESPG).

(3) *Characteristics of Transportation Resources File (CHSTR)*. Provides essential characteristics of airlift and sealift resources. Data are used to determine number and type of transport vehicles required to support one or more OPLANs. Airlift and sealift resources data include:

(a) Airlift-load classification number, utilization rates, passenger capacity, cargo capacity, average load/unload time for each aircraft and type.

(b) Sealift-average load/unload time, average speeds by ship category with various loading capacities.

(4) *Transportation Assets File (ASSETS)*. Provides available strategic lift resources by craft type by time period at predetermined ports of embarkation (POE); by source of lift, mobilization conditions, and quantity as stated in annex J, JSCP.

(5) *Port Characteristics File (PORTS)*. Contains physical and operating characteristics of free world shipping ports including size of port, depth of harbor entrance, number of berths available by ship type, storage capacity, and beach data. All ports records are identified by geolocation code.

(6) *Type Unit Equipment Detail File (TUDET)*. This file describes the physical characteristics of selected items of unit equipment, including all wheeled and tracked vehicles (self-propelled or towed) that are not palletized, non-selfdeployable aircraft that are not crated, floating craft (including amphibians), any item measuring more than 35 feet in one dimension, and all hazardous cargo.

(7) *Type Unit Characteristics (TUCHA) File*. Provides standard planning data on movement characteristics for unit personnel, equipment, and accompanying supplies associated with deployable units of fixed composition. All movement requirements are aggregated into categories requiring special handling during deployment: bulk cargo, over-size and out-size equipment, non-air-transportable cargo, and passengers. Each type of unit in the TUCHA is uniquely identified by a five-digit Unit Type Code (UTC).

(8) *Logistics Factors File (LFF)*. The LFF contains standard logistics planning factors used to compute resupply requirements and replacement personnel for deployed forces. Logistics factors are Service estimates based on historical data and can be adjusted according to the nature of the theater of operation and the anticipated intensity of combat.

d. The JOPS ADP software consists of application programs and a system monitor which allows the planner to manipulate data during the joint planning process. Working through the System Monitor data concerning the size and composition of each standard type unit are extracted from the storage files maintained within the WWMCCS, the planner uses application programs to build, modify, and maintain a Time-Phased Force and Deployment Data (TPFDD) file and its corresponding Summary Reference File (SRF). A TPFDD file contains the force list as it is constructed using JOPS. Together, the TPFDD and the SRF contain all of the force, logistic, and deployment data that support each OPLAN. Figure 5-2 illustrates ADP support of the planning process. The application programs are:

(1) *Force Requirements Generator (FRG)*. The FRG permits the planner to select, analyze, and

tailor a variety of force options and to produce an acceptable deployment scheme based upon the mission to be accomplished, the time available for deployment, and the transportation assets allocated. As the combat forces and their support units are selected for the plan, deployment data concerning the size and composition of each unit are extracted from storage files in the WWMCCS and JOPS ADP systems and are automatically added to the TPFDD for use in support and transportation planning.

(2) *Movement Requirements Generator (MRG)*. The MRG provides a capability to generate gross non-unit-related cargo and supplies based upon the forces to be supported and the duration of the planned operation.

(3) *Non-Unit Personnel Generator (NPG)*. The program provides the capability to generate gross non-unit personnel transportation requirements for replacement personnel in support of TPFDD forces in the area of operation.

(4) *Transportation Feasibility Estimator (TFE)*. The TFE permits the planner to determine the feasibility of the deployment scheme developed in support of the OPLAN. It compares movement requirements of deploying forces, supplies and equipment, and replacements with available transportation resources (both sea and air) while analyzing the reception and discharge capabilities of the airfields and seaports used for the deployment. Successive iterations of the program coupled with modifications to the original deployment scheme will result in a feasible OPLAN based on the optimum movement of the forces and cargo involved.

(5) *The System Monitor (SM)*. The SM is a control program through which the planner is able to interact directly with the FRG, the MRG, and the TFE in a conversational mode at a terminal during computer operation. It permits the planner to input and change planned parameters, select options, and specify the outputs desired using the direct interface. This program is particularly important because it makes it possible for a planner with little or no training in ADP to work directly with the computer.

(6) *Civil Engineer Support Plan Generator (CESPG)*. The CESPG helps the planner determine the amount of manpower, equipment, and materials needed to construct and upgrade facilities that support the forces in an OPLAN. The program also forecasts the need for repair of war damage. The CESPG interacts with a number of WWMCCS and JOPS ADP files to compute the civil engineering requirements which are published in the Civil Engineering Support Plan (CESP).

(7) *Medical Planning Module (MPM)*. The MPM provides the health service planner with the capability to determine gross medical-support requirements based upon a number of variables that are specified by the planner. These variables include the size of the force-at-risk, expected casualty-admission rates, and the command's evacuation policy. The MPM calculates time-phased requirements for medical personnel (by type), medical treatment (bed and operating rooms) facilities, medical equipment and Class VIII supplies, whole blood and fluids, and medical evacuation requirements.

e. To summarize, the contents of the JOPS, volume III data base can be categorized as follows:

(1) *Plans Data*. Data which describes forces, materiel, personnel, and movement requirements for OPLANs.

(2) *Status Data*. Data which describes current or programed posture of resources such as lift forces and mobility support facilities.

(3) *Factors Data*. Data which describes physical characteristics of equipment, airlift planning factors, and sealift planning factors.

(4) *Standard Reference Data*. Data which contain dictionaries, tables of values, and common application programs used in encoding, decoding, and manipulating data elements.

5-6. Transportation Operating Agency (TOA) Supporting Systems

Under JOPS, the TOAs are tasked to provide plan-unique data in accordance with JCS Pub. 6, Volume II. Although not formally a part of JOPS III, the TOA ADP systems support the joint planning function with command-unique systems to provide movement tables for the JOPS community (see also paragraph 6-17). These systems are:

a. *Military Airlift Command (MAC) Integrated Military Airlift Planning System (IMAPS)*. IMAPS is the MAC automated capability to develop airlift plans considering planning variables such as latest arrival date, availability of aircraft and crews, the most expeditious and efficient routing, and en-route staging or refueling bases. IMAPS is operated and maintained by MAC on the WWMCCS computer and uses airlift assets prescribed by the JSCP as being available for planning. During execution planning, airlift assets and availability are modified to reflect the current situation.

b. *Military Traffic Management Command (MTMC) Mobility Analysis and Planning System (MAPS)*. MAPS II is the MTMC automated capability to support JOPS actions and OPLAN requirements, including the preparation of move-

ment tables. The system designates the CONUS seaports and simulates scheduling of movements requiring commercial transportation from CONUS departure locations to air and sea POEs. MAPS II is used to address the CONUS transportation feasibility of OPLAN movements.

c. *Military Sea lift Command (MSC) Strategic Sealift Contingency Planning System (SEA COP)*. SEACOP provides MSC with computerized methods for determining the shipping resources needed to meet the cargo, troop, and petroleum, oil, and lubricants (POL) sealift requirements for OPLAN development. The system uses a predetermined ship data base, port characteristics data, and planning assumptions to determine number and types of ships required to provide feasibility to the sealift requirement of the OPLAN. During normal planning, MSC uses the JOPS III files prescribed by the JSCP as being available for planning. During execution planning, sealift assets and availability are modified to reflect the current situation.

5-7. Other Army ADP Systems

While not part of JOPS ADP, several ADP programs developed by Army commands are or can be used to provide support for Army planning under the JOPS. The following are some of the programs currently in use in the Army.

a. *CONFORM*. This model provides rapid, automated response in estimating theater CSS force requirements using a minimum of input data. It produces a quick estimate of the CSS force structure and its deployment tonnages. It also develops information on hospital requirements, consumption requirements, maintenance support, POL use, force costs, and port handling tonnages.

b. *SIGMALOG*. An indepth analysis of theater CSS requirements is provided by this model. This analysis includes an evaluation of theater stock levels, policies, and requirements. Information provided by this model includes a force list, casualty reports, hospital beds, supply consumption (including POL), stockage, and materiel maintenance requirements.

c. *FOREWON*. A computer-assisted automated planning system designed to assist the Army Staff in its determination of short- and wide-range requirements for division forces and certain special mission forces, and in predicting the capabilities of these forces. FOREWON consists of a Preliminary Force Design (PFD), Combat Simulator (ATLAS), Theater Roundout Model (FAS TALS), Objective Force Designer (OFD), and a Force Cost Assessor (FCA). The system accepts as input a set of world-

wide situations that call for the application of US military forces, and derives a single objective force competent to achieve desired military objectives. It is designed primarily to consider forces at the theater level.

d. Force Analysis Simulation of Theater Administrative and Logistics Support (FASTALS). FASTALS is a logistics or force roundout model which automates the computation of a balanced and time-phased troop list based on a given combat force and its theater-related activities. The resulting troop list consists of the minimum number of units required to provide complete support (based on the TOE capabilities of the units involved). It also locates units and their workloads in the division, corps, Army, or communications zone (COMMZ) areas. The model can calculate the different logistics workloads pertaining to personnel replacement, medical, materiel maintenance, transportation and construction functions, and allocates units to perform them. Given an employment situation, logistics capabilities and theater policies, FASTALS will determine the total force necessary to support the situation logistically. It can be used in any force planning simulation where a balanced, time-phased, geographically distributed force is desired.

e. Computerized Movements Planning and Status System (COMPASS). COMPASS is a data bank containing information on unit movement and transportability. It contains numerous items of Army equipment in a computer file which will give standard equipment characteristics such as

weight, cube, dimensions, and other pertinent data. The files are designed to provide unit commanders and logistics planners with information they need to execute mobility operations. These files include a wide variety of information such as a description of how to brace and block equipment on open top wood deck rail cars; numbers of military cargo aircraft required to move the force (C-141, C-5A); and many other kinds of information. COMPASS is described in FORSCOM Reg 55-1, Unit Movement Plans and Reports.

f. CASTLE. This system is known in the joint arena as the T-54 module. It was developed by the Engineer Studies Center, Office of the Chief of Engineers, HQDA, to assist in Army base development planning. It has been installed at the headquarters of oversea unified commands and at the JCS. The basic concept is that base development planning can be conducted at any unified command location. CASTLE calculates facilities requirements in support of joint contingency operations. On the basis of the TPFDL and other guidance in the basic OPLAN, CASTLE computes unconstrained facility requirements against existing facility assets within each deployment region. It also calculates facility shortages for essential facility type, including repair of estimated war damages. The system considers operational priorities and construction force capabilities and schedules construction projects with associated construction force and materiel requirements. The system develops a capabilities construction program in format and detail as prescribed in the JOPS.

Section III. THE JOINT PLANNING PROCESS

5-8. General

a. Unified Action Armed Forces (UNAAF) define the joint planning process (JPP) as a coordinated joint staff procedure used by a commander to:

- (1) Determine the best method of accomplishing assigned tasks.
- (2) Direct the action necessary to accomplish his mission.

b. In military planning, consideration must be given to all factors that can have a significant effect on the accomplishment of the mission of the command. Planning for anticipated contingencies is normally deliberate and formal; however, a requirement for rapid reaction in crises or emergency situations may dictate an acceleration of the planning process. Whether the plan results from an informal mental estimate by the commander or from a detailed formal staff analysis, the factors

which are considered remain unchanged. The scope, amount of detail, and the form of estimates depend on the size and importance of the task and the time available for planning.

c. An effective staff officer in the Joint Planning Process (JPP) must be well founded in his own service; possess a broad knowledge of the role, capabilities, and limitations of the other services; have a basic understanding of the planning systems for national defense; and be well versed in the following elements which play an essential role in operation planning:

- (1) The estimate of the situation is a logical process of reasoning in which all the circumstances affecting the military situation are considered and a decision as to the course of action to be taken is developed. It is a tool of the decision-maker.

(2) Operations analysis, also known as operations research, is “the analytical study of military problems, undertaken to provide responsible commanders and staff agencies with a scientific basis for decision on action to improve military operations.”

(a) Operations analysis involves a structured analysis of an operation or an element of an operation. The objective of operations analysis is to provide the decisionmaker a capability to examine scientifically a wide range of alternatives while employing selected data input variations and thereby identifying optimum model solutions. Solutions derived through this method are optimal only with respect to the model being used. If the model is well formulated (i.e., reflects a valid relationship to the real problem) the resulting solution should tend to be a good approximation of the best solution to the real problem.

(b) Operations analysis is particularly applicable in the JPP in the structuring of a balanced force list, the generation and forecasting of facility and resupply requirements, time-phasing of force, equipment, and materiel movement, transportation planning, the evaluation of relative combat power, the identification of shortfalls, the allocation of resources, feasibility testing of deployment, and support planning problems (particularly those which lend themselves to simulation or reduction to a mathematical model).

(c) Operations analysis techniques applicable in military planning are too numerous to treat individually in this publication. Some of the more useful are linear programming, dynamic programming, queuing theory, the inventory theory, Program Evaluation and Review Technique (PERT), probability theory, input-output analysis, sampling and statistical analysis, gaming, and simulation. (NOTE: DOD Directive 7041.3 contains definitions of certain techniques.)

d. The planning system approved by the JCS and directed for use in joint planning is JOPS. (See also paragraph 4-12d and paragraph 5-10.)

e. The Joint Reporting Structure (JRS) which is the approved reporting structure in which information, direction, and response regarding military operations are documented for transmission from, to, and between military commanders. (See paragraph 4-15 for discussion of the JRS.)

f. The WWMCCS is a DOD-approved network of command and control systems and subsystems. It consists of facilities, equipment, procedures, and personnel essential to a commander for conveying data used in planning, directing, and controlling military operations pursuant to the missions assigned. (See also paragraph 5-4 b(3).)

g. JOPS is the DOD-directed, JCS-specified system designed to accomplish global and regional joint operation planning. As such, JOPS establishes the processes to be used in both deliberate and time-sensitive planning of joint operations. JOPS is used to translate broad planning tasks into feasible plans. The two types of plans with which we are concerned are the OPLAN and the conceptual plan (CONPLAN). The OPLAN is complete when it contains all annexes and appendixes and can be translated into an operation order (OPORD) with minimum changes. OPLANs are normally developed for situations that will require maximum use of forces and logistics or mobility resources available and in instances where they are likely to be executed. The CONPLAN is an operation plan in concept format requiring expansion to an OPLAN or an OPORD prior to execution. Guidance as to whether a plan is to be an OPLAN or a CONPLAN is contained in the JSCP. Two terms commonly used to refer to major joint commanders are “supported Commander in Chief (CINC)” and “supporting CINC.” The commander of a unified or specified command is called the CINC. The supported CINC is the commander responsible for the development and execution of an OPLAN. The supporting CINC is the commander who provides forces and/or services to the supported CINC to satisfy OPLAN requirements. Those forces provided by supporting CINCs are referred to as augmentation forces.

5-9. The Planning Cycle

a. Military planning for the accomplishment of an assigned mission begins when the mission is assigned and ends when execution is ordered and the mission is accomplished or the requirement for the plan is canceled. Various types of planning documents are prepared by unified commands during the planning process.

b. Once developed and approved, a plan must be kept current. The plan should be revised, changed, or otherwise modified anytime the prevailing circumstances, forecast situation, or availability of forces or resources dictates. In addition to the requirement for updating plans on an ad hoc basis, the JCS require an annual review of existing plans. Command-unique requirements for the periodic review of existing plans are contained in local instructions. The maintenance and review of existing plans is normally the single most time-consuming task of the staff officer.

c. Threat estimates, force and resource allocations, and a wide variety of other significant planning criteria are forecast. Such forecasts are in-

formative but subject to change. An existing OPLAN may require adjustment to the prevailing circumstances prior to translation to an OPORD which can be implemented. Within the context of JOPS procedures, the planning cycle provides for the tailoring, expansion, and further development of such OPLANs as may exist and for their translation into OPORDs. The planning cycle accommodates the emergency development of an OPORD to fulfill a requirement for which no plan exists.

5-10. Phases in Joint Planning

The process of developing acceptable operation plans is described in JOPS as deliberate planning.

Within deliberate planning, there are five phases which are discussed in the following paragraphs. The process of developing operation orders is known as time-sensitive planning, and JOPS specifies a subsystem, the Crisis Action System (CAS) to speed up the joint planning process in an emergency. Time sensitive planning is discussed in paragraph 5-16. Figure 5-1 provides a brief description of the deliberate planning process phases and Figure 5-2 provides a graphic overview of the ADP support of the planning process. **Figure 5-2 (fold-in page) is located at the end of this manual.**

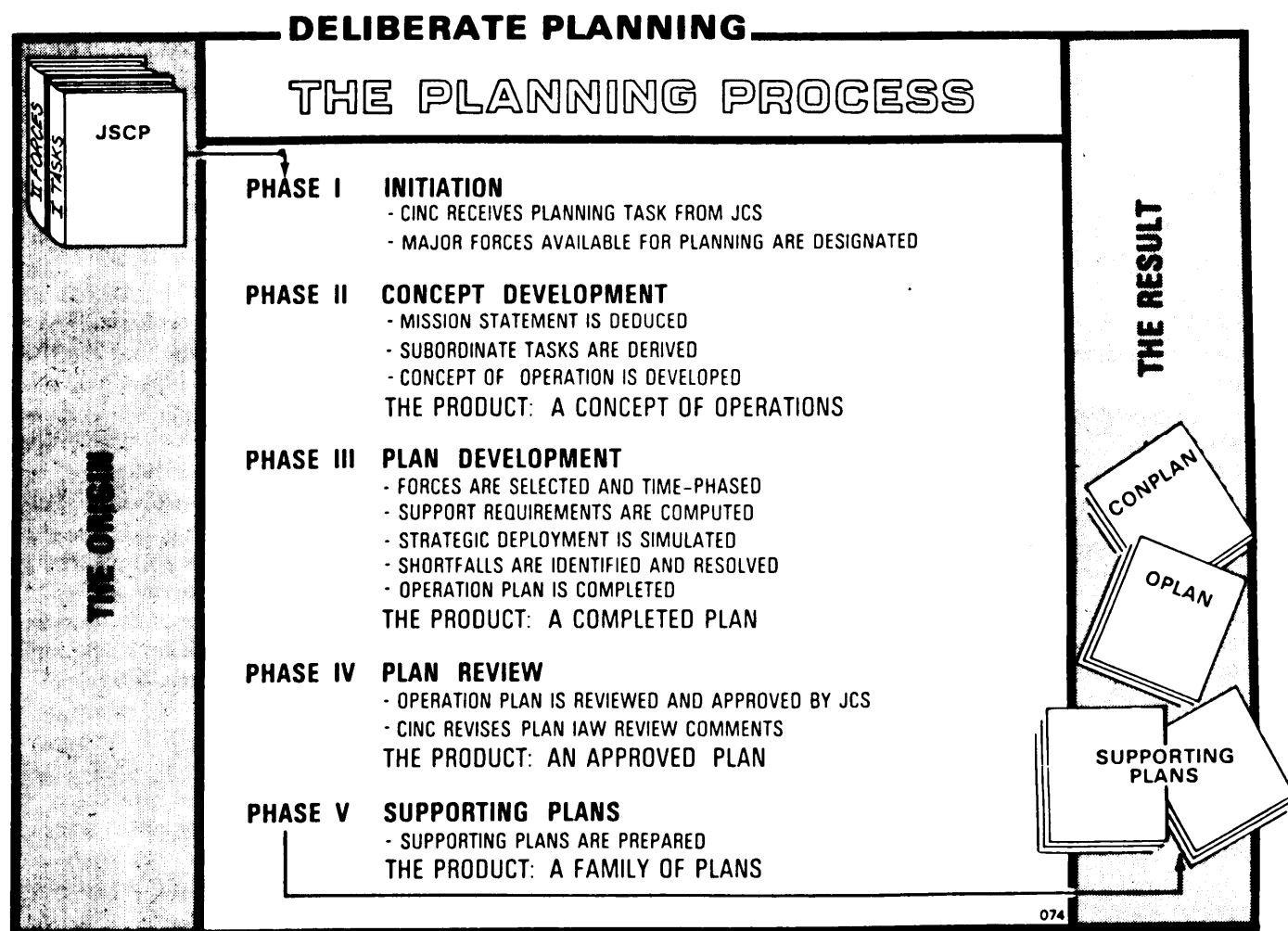


Figure 5-1. Phases of deliberate planning.

5-11. Initiation Phase

a. Action in the deliberate planning process is initiated by the JCS through processes inherent in the JSPS. Within the JSPS framework, the unified and specified commanders and the service chiefs receive planning direction and guidance, either explicit or implied. This direction and guidance is supplemented by related data contained in service planning documents and is the basis for planning actions by the unified and specified commanders. Planning tasks are assigned, forces and resources available for planning are identified, and the stage set for planning. Planning guidance provided by the JCS in strategic planning documents is applicable to all planning requirements regardless of the origin unless otherwise stated or additional information is provided by the JCS.

b. The JCS (normally by actions contained in the JSCP and the Joint Intelligence Estimate for Planning (JIEP)):

- (1) Provide strategic guidance and intelligence.
- (2) Assign tasks to the unified and specified commanders.
- (3) Identify major combat forces (by type, quantity, and timing) which are available for planning.
- (4) Identify JCS-control resources which are allocated for planning.
- (5) Identify the depth of planning required.
- (6) Assign priorities.

c. The services (normally by actions contained in service planning documents):

- (1) Designate other combat, combat support, and combat service support forces which are available for planning.

- (2) Provide guidance relative to the availability of replacement and filler personnel, materiel, equipment, and facilities.

- (3) Assign priorities.

- (4) Provide service doctrine and guidance.

5-12. Concept Development Phase

The concept development phase is that part of joint planning in which the commander responsible for the accomplishment of the mission (i.e., the supported commander) arrives at a decision as to the best course of action to be taken to accomplish his mission. The mission is analyzed, planning guidance is issued, information concerning enemy capabilities and the characteristics of the area of operations are assembled, and possible courses of action are identified. All factors having an effect on the accomplishment of the mission must be considered and the entire staff is used to estimate the influence of these factors on the alternative courses of action. Following analysis, the estimate is completed and the commander makes his decision. This decision is the expression of what the command, as a whole, is to do. The concept of operations is an expansion of the selected course of action into a broad narrative statement of how the commander expects the operation to unfold. Although the concept development phase will be explained in sequential steps (since such a procedure is necessary to clear understanding), there will be occasions when two or more steps are in process concurrently or when steps are retracted. For example, the results of preliminary work on one step may be taken back and used in the reworking of an earlier step. Keeping these words of caution in mind, the sequential steps of the concept development phase can be listed as: (See figure 5-3.)

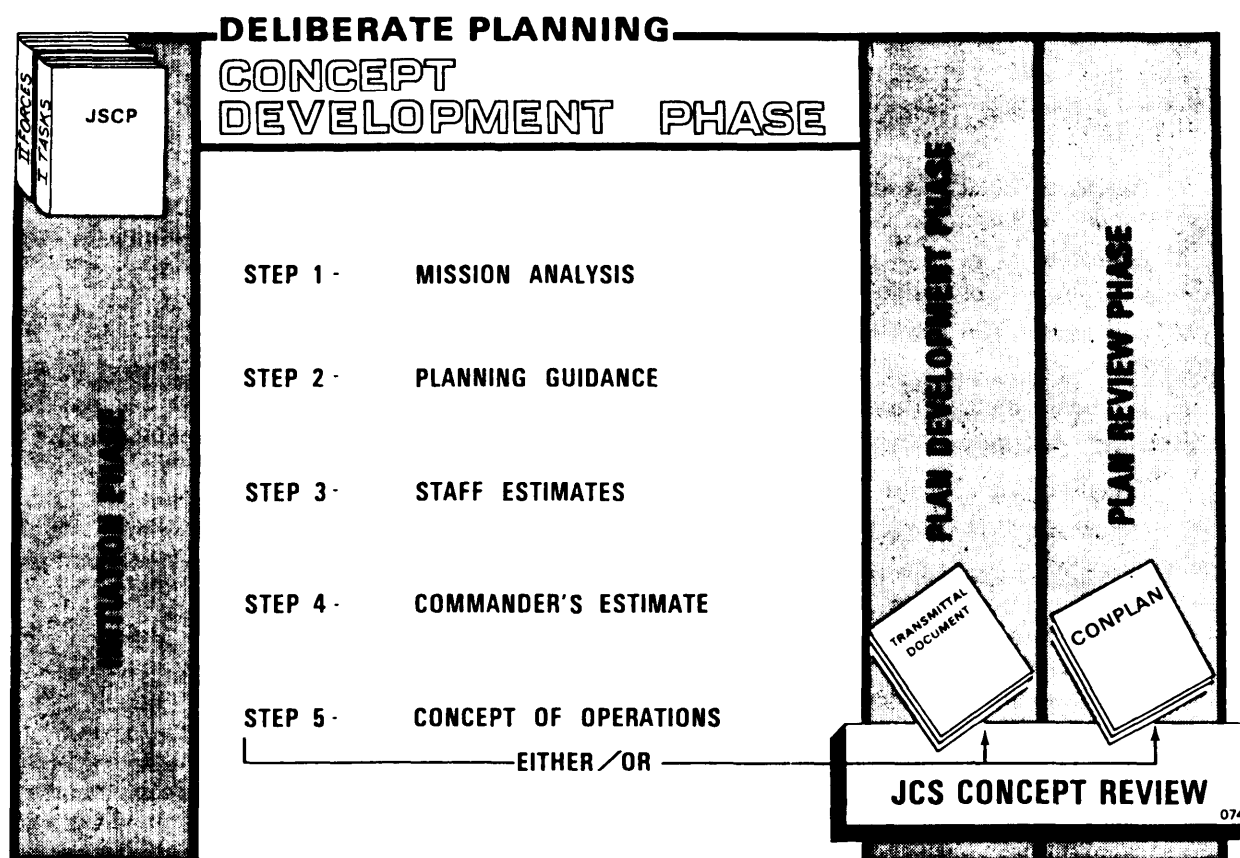


Figure 5-3. Steps in the concept development phase.

a. *Step I—Mission Analysis.* At this point it is necessary to have a common understanding of the terms “TASK” and “MISSION.”

TASK—An operational requirement imposed on a subordinate echelon. When properly met, it will contribute to the accomplishment of the mission of the issuing commander. Tasks are positively stated and include the elements of what, when, and where.

MISSION—The statement of the operational mission describes the objective. The mission is the task together with its purpose, thereby, clearly indicating the action to be taken and the reason therefor. It includes the who, what, when, where, some of the how, and why (the purpose of the operation).

(1) What are the missions and tasks?

(a) First the problem must be defined.

(b) At the lower levels, it is probable that specific tasks will have been assigned by higher authority in clear and precise terms that leave little room for interpretation. On the other hand, a higher echelon, such as a joint command, may find it necessary to deduce its mission and tasks from

circumstances, from directives which do not spell out missions and tasks as such, or from oral instructions received from higher levels of command or Government. In such cases, it is necessary for the staff to spell out in writing what it understands the commander's mission and tasks to be. After this is accomplished, it is advisable to insure that the commander agrees with its wording and that it is in keeping with his personal views or any special information or opinions he might have.

(c) Whether the task is assigned or deduced, it may be necessary to establish subsidiary tasks that flow from it.

(2) Statement of missions and tasks.

(a) Military missions and tasks should be phrased in language which clearly conveys the what, where, when, who, some of the how, and in the case of the mission, the why of the operation.

(b) Since missions and tasks will be used many times before the final OPLAN or order is written, they should be sound and agreed upon by both commander and staff from the beginning.

b. *Step II—Planning Guidance.*

(1) *Introduction.* This step has two main objectives:

(a) To provide the commander's staff with the following preliminary information and guidance:

1 A statement of the missions and tasks as the commander understands them.

2 A statement of the assumptions under which the operation will be conducted.

3 Guidance concerning nuclear and chemical warfare.

4 Political considerations.

5 Tentative courses of action.

6 The planning schedule.

7 Initial staff briefings.

(b) The second major objective of this step is to make the above information available to the staffs of subordinate commanders, supporting commanders, and TOAs as appropriate, in the form of a planning directive. As will become apparent in subsequent phases of joint planning, the commander's preliminary planning guidance may serve as an adequate basis for the early initiation of certain plan development actions such as force planning, support planning, and the Civil Engineer Support Plan (CESP).

(2) *Transmitting the Planning Guidance.* The commander can accomplish the transmission of this guidance in one of at least three ways:

(a) By holding a preliminary planning conference to which representatives of subordinate and supporting commanders and all concerned agencies are invited. He could give the briefing himself or have appropriate members of his staff give presentations conveying his thoughts and wishes. His chief of staff or other designated representative could also conduct such a conference.

(b) By issuing a written planning directive which would convey the same information to the participants in the planning process.

(c) By holding a preliminary planning conference and following it up a few days later with a written planning directive.

(3) *Components of the Preliminary Planning Guidance.*

(a) *Analysis of Missions and Tasks.* Discussed in paragraph 5-12a.

(b) *Statement of Assumptions.*

1 The DOD Dictionary defines an assumption as: "A supposition on the current situation, or a presupposition on the future course of

events, either or both assumed to be true in the absence of positive proof, necessary to enable the commander, in the planning process, to complete his estimate of the situation and make a decision on his course of action." Planning assumptions fill the gap in factual knowledge. The statement of assumptions concerning the operation at hand must be approved by the commander before any detailed work is undertaken.

2 An assumption is always stated as a fact. It should be kept in mind that an assumption must have three characteristics: it must be logical, it must be realistic, and it must be essential. A good measuring stick to test essentiality is: Is this assumption absolutely necessary to planning or for the successful completion of the plan? It is prudent to develop alternate plans in the event that the assumed condition or event does not occur as predicted.

3 As planning proceeds, the need for further assumptions may appear and some of the assumptions originally given during the planning guidance may prove to be untenable. New information may turn others into facts. When planning and preparation begin a relatively short time before the operation, there will be very few assumptions needed. As operations are projected further into the future, fewer facts are available and the planner must depend more on assumptions.

4 Assumptions may cover either the enemy or friendly situations, or both. Enemy capabilities should not be treated as assumptions. It is appropriate for a commander to state as an assumption the success of other friendly operations over which he has no direct control, but which are essential to the success of his plan. It is not appropriate to state the success of one's own operations or phases thereof as an assumption since this success obviously must be presupposed.

(c) *Guidance Concerning Nuclear and Chemical Warfare.*

1 Nuclear and chemical warfare considerations in planning are extremely sensitive to the political environment. Guidance relative to the emphasis which should be given to nuclear and chemical aspects in the preparation of staff estimates should be provided by the commander as early in the planning process as possible.

2 Although the planning for possible use of these weapons is done by a specialized staff of qualified people, the supported command staff should understand the conditions under which nuclear and chemical weapons might be employed.

(d) *Political Considerations.*

1 In addition to the political aspects associated with the use of nuclear and chemical weapons, there are other political factors which can affect a military operation. Many political considerations in planning are essentially assumptions.

2 The commander must inform his staff of all such factors of which he has knowledge. Examples could be statements of the political aims of the operation or identification of specific military constraints being imposed because of political considerations.

(e) Tentative Courses of Action.

1 For the staff to organize their planning efforts and move in the proper direction, they need to know how the commander envisions the operation being conducted. By suggesting some tentative courses of action, the commander can provide that impetus. Tentative courses of action need not be complete; they may only state WHAT could be done (the types of operation) and WHERE they could be conducted (the locations or objectives). There are several options available to a commander as to the type of operation he will conduct.

2 As planning continues through the next two steps of the Concept Development Phase, the J-5 staff will be proposing courses of action and testing and refining them. The tentative courses of action suggested by the commander during his initial guidance should be included in the list of proposed courses of action, but may be modified, combined, or even deleted as more information becomes available. Eventually, each remaining course of action will be written in complete format, including not only the "WHAT" and "WHERE" described above, but also WHO will execute the operation, WHEN it will begin, and HOW, in very general terms, it will be accomplished.

(f) Planning Schedule.

1 Although practice will vary from staff to staff, it is usually desirable to issue a planning schedule with the planning guidance.

2 Normally drawn by the chief of staff or one of his immediate assistants, the planning schedule will set deadline dates or milestones for the completion of staff estimates, the submission of data inputs from subordinate and supporting commanders, and the drafting and distribution.

(g) Initial Staff Briefings.

1 Initial briefings on such subjects as terrain and hydrography of the area of operations, enemy capabilities, forces available, logistics support, and others, as determined by the command-

er, are vital to the staff early in the planning process. These early briefings focus and direct the staff agencies as they gather additional information and begin planning the operation.

2 These initial briefings are particularly important to the J-5, because the information will be used to formulate proposed courses of action. Information shared among the staff will also be helpful during the staff estimates step. In effect, an initial briefing is an early form of a staff estimate. In most cases, initial briefings will be prepared and presented by the appropriate staff agencies.

c. Step III—Preparation of Staff Estimates.

(1) Introduction.

(a) The staff estimates provide the foundation and substance from which the commander's estimate and the concept of operations are drawn.

(b) Not every planning sequence need be an extensive and lengthy effort. Conceivably, only a brief review of the assigned task, quick oral briefings, a decision, and the writing of a message-type operation order could complete the entire process.

(c) Generally, the higher the level of the command, the more extensive and complete will be the staff estimates and, thus, the planning process itself. Most joint commands are at the level where the planning process will necessarily be quite complete. Written estimates are not mandatory but, in most cases, they are highly desirable. Subordinate component commanders, on the other hand, who are supplied with a complete and specific OPLAN or order from the joint level, may be able to draw their own plans and orders with more abbreviated staff planning efforts.

(2) Relationship to Planning Guidance and Commander's Estimate.

(a) The interrelationships among the planning guidance, the staff estimates, and the commander's estimate require special comment.

(b) The initial briefings that are given while the commander is preparing and issuing his initial guidance, are, in effect, an early and usually incomplete statement of the staff estimates. Whether written or briefed in a conference, whether presented by the commander himself or by staff members, the identification of important terrain and hydrography features, enemy capabilities, logistics support, available forces and resources, deployment constraints, and other such factors, constitutes an important example of how the planning guidance and staff estimates blend together.

(c) One of the most important reasons for the initial briefings is to provide enough information to the J-5 staff so they can begin to formulate proposed courses of action. They cannot intelligently begin their work until they know the conditions under which the operation will take place.

(d) The purpose of each staff estimate is to evaluate the courses of action and indicate which of them could best be supported from the point of view of the staff agency making that estimate. The ultimate purpose of the staff estimate process is to provide the commander with the proper information that permits him to select the best course of action.

(e) Perhaps the best way to understand this admittedly complex relationship is to think of the staff as continuously estimating and reestimating the situation as the planning process occurs. The process is iterative, with better information and a more secure position being established with each iteration. Early staff estimates are frequently given as oral briefings to the rest of the staff. In the beginning, they emphasize information collection more than analysis. It is only in the later stages of the process that the staff estimates are expected to indicate which of the proposed courses of action can best be supported.

(f) Whether or not the staff estimates should be reduced to written form is a command decision. Written estimates are more precise and can easily be transmitted to subordinate staffs and other interested commands and agencies for their use and guidance. The level of the echelon and the size and complexity of the operation contribute to the determination of whether or not staff estimates will be in written form. Staff estimates can be written in final form after the commander's estimate is complete and the planning process is past the staff estimate step, provided such written estimates can still reach subordinate staffs in time to be of some value for coordination and for the development of annexes.

(3) *The Staff Estimates and Their Formats.* The formats for the personnel estimate, the intelligence estimate, the logistics estimate, and the communications-electronics estimate are descriptive in nature. Of these four staff estimate formats, only that for intelligence is prescribed by UNAAF for joint use. For the others, the format in FM 101-5 and comparable manuals of other services can be used.

d. Step IV—Commander's Estimate.

(1) The DOD Dictionary defines the commander's estimate of the situation as: "A logical process of reasoning by which a commander considers all

the circumstances affecting the military situation and arrives at a decision as to a course of action to be taken to accomplish his mission." The commander's estimate is one component of the concept development phase. It is a summation of all that has gone before and it produces the decision which leads to all that is to follow. When the commander has completed his estimate, he will have made his major decision and will have selected the course(s) of action which will be followed.

(2) UNAAF sets forth the following main paragraph headings for the commander's estimate:

- (a) Mission.
- (b) The situation and courses of action.
- (c) Analysis of opposing courses of action.
- (d) Comparison of own courses of action.
- (e) Decision.

(3) It can be seen that these five paragraphs are almost a precise match for the basic problem-solving process:

<i>Problem Solving</i>	<i>Commander's Estimate</i>
Recognition of problem	Mission
Collection of information	The situation
Development of possible solutions	Courses of action
Analysis of solution	Analysis and comparison
Selection of the best solution	Decision

(4) The staff may write the commander's estimate for approval or the commander may prepare it himself. In the majority of cases, the J-3/5 will do the actual work of preparing the commander's estimate after oral consultation and direction or he may prepare it in draft form for approval. By using a standard format, the location of particular types of information is facilitated, and the reasoning processes which were followed in analysis and comparison can be examined and evaluated. Unless there is sound reason for departure, it is the best practice to adhere to the prescribed commander's estimate format.

(5) In a tight tactical situation, the entire process involved in the development of the commander's estimate could take place in the commander's mind in the course of a few moments. The commander's thought process might include only the following questions:

- (a) What is my mission?
- (b) What are my alternative courses of action?
- (c) Which is best?

(6) In selecting courses of action for analysis in paragraphs 3 and 4 of the commander's estimate, three (or at most four) courses of action should be retained. If there is substantial ADP support, this number may be increased. Those selected should be the most promising of those that have been under consideration, and are actually different from each other.

(7) There are several checks the drafter of the commander's estimate can use to assist him in this task:

(a) *Suitability.* Will the course of action actually accomplish the mission or task if it is carried out successfully? In other words, is it aimed at the correct objectives?

(b) *Feasibility.* Do we have the required resources; e.g., the men, ships, planes, transportation assets, resupply, facilities, etc.? Can the resources be made available in the time frame contemplated?

(c) *Acceptability.* Even though the action will accomplish the mission and we have the necessary resources, is it worth the cost in terms of possible losses? Losses in time, materiel, and position must be included in addition to personnel losses.

(d) *Variety.* While there are military operations for which only one feasible course of action exists, in the great majority of joint operations, this is not the case. The point of the paragraphs 3 and 4 procedures is to analyze and compare meaningfully different courses of action. Alternative courses of action that are only superficially different, in effect, preempt the decision and remove most of the useful purpose from the conduct of the commander's estimate.

(e) *Completeness.* When, by means of the above checks, or other suitable procedures, courses of action are reduced to a manageable number; those retained should be checked to see if they are technically complete. Each of the retained courses of action should adequately answer the following:

- 1 What type of action is contemplated?
- 2 When is it to begin?
- 3 Where will it take place?
- 4 Who (what forces) will execute it?
- 5 How will it be accomplished?

There should be no inhibition concerning the clear explanation of the how in a course of action at this point. Keep in mind that these courses of action are for use within the commander's estimate process; they must be explicit enough in the how of the operation to enable sound judgments to be made.

Concern with usurping the initiative and prerogatives of subordinate commanders by including too much of the how is a matter to be considered when drawing up the concept of operations after the commander's decisions.

(8) The analysis of opposing courses of action connected in paragraph 3 of the estimate is not intended to select the best course of action or compare courses of action based on a particular factor. The analysis of each retained course of action when considered with each stated enemy capability should:

(a) Focus attention on each consideration in turn, thus insuring that none is omitted through oversight.

(b) Stimulate thought about the operation to get ideas and insights not otherwise thought of.

(c) Highlight those factors such as timing, simplicity, flexibility, weather on D-day, etc., which appear to be particularly important to this operation.

(d) Create a degree of familiarity with the tactical possibilities of the operation that would otherwise be difficult to achieve.

(9) The purpose of paragraph 4—Comparison of Own Courses of Action—of the estimate is to weigh the advantages and disadvantages of each retained course of action with respect to the governing factors developed in the analysis and provide the criteria for a decision. A worksheet constructed on a large sheet of paper may be helpful in making this comparison.

(a) After analyzing the advantages and disadvantages of a given course of action in light of one of the governing factors, a decision should be made as to whether or not that factor favors a specific course of action. If a factor favors more than one course of action, the courses should be listed in order of preference.

(b) When this process is complete, the results are tabulated.

(c) The worksheet is not normally a part of the written commander's estimate. A subparagraph of paragraph 4 is devoted to each retained course of action in which are indicated the governing factors considered together with a brief summary of the advantages and disadvantages of that course of action in regard to that particular governing factor. Paragraph 4 of the written commander's estimate is a brief, typed summary of the points developed on the worksheet.

(d) The final subparagraph is a statement of conclusion: "Course of action is favored because . . ." and the reasons are set forth.

(10) Decision:

(a) Regardless of whether or not the commander's estimate to this point has been written by the J-3/5 or by the commander himself, the decision is the commander's alone.

(b) In normal staff practice, the J-3/5 will present a written commander's estimate, with the selected course of action at the end of paragraph 4 (as indicated above), and a recommendation stated in paragraph 5. If acceptable to the commander, the recommendation becomes the decision.

e. Step V—Concept of Operations.

(1) The concept of operations is an expression of the overall picture of the operation as the commander sees it. It is based on the commander's estimate of the situation and is an expansion of the selected course(s) of action. It serves to:

(a) Clarify the intent of the commander in regard to deployment, employment, and support of allocated forces.

(b) Identify major objectives and target dates for their attainment.

(2) The concept of operations, prepared in this step, ultimately will be used in paragraph 3 (the execution paragraph) of the basic plan and is the keystone around which detailed force structuring, tactical planning, deployment planning, resupply planning, transportation planning, civil engineering support planning, and other elements of the plan are designed.

(3) The concept of operations should be developed in sufficient detail to convey a clear and complete understanding of how the overall operation will be conducted from beginning to end. Care must be taken not to include too much of the how of the operation in the concept of operations.

(4) Test and Refinement:

(a) Throughout the preparation of the concept of operations, all factors which can have a significant effect on the accomplishment of the mission must be considered and their impact determined. Should shortfalls in forces or resources (in terms of type, quantity, or timing) be identified, such shortfalls must be resolved or otherwise accommodated.

(b) When the three main elements of the concept of operations (e.g., the concepts of deployment, employment, and support) have been developed, they should be tested as a package for feasibility.

(c) The concept of operations must be refined to accommodate all unresolved shortfalls or the risk associated with such shortfalls must be accepted. (NOTE: The completion of an OPLAN will not be delayed pending the resolution of a shortfall or limiting factor.)

(5) Transmitting the Concept of Operations:

(a) There is no prescribed format for the documentation of the concept of operations; local practice should be followed. Sometimes an outline plan, letter of instruction, or a planning directive is used to transmit the concept of operations or conference techniques are employed.

(b) Usually, the subordinate commanders and interested supporting commanders and agencies are represented in concept development conferences called by the supported commander and, thereby, participate in the development of the concept of operations. Normally, following such conferences minutes are formalized and distributed to the conferees under a covering letter of transmittal which contains the comments and/or approval of the supported commander.

(c) When an outline plan is prepared, the data developed in this step, along with that which has been gathered in previous steps, is reflected. The outline plan serves as a guidance document which can be expanded into an OPLAN or CONPLAN, as appropriate, and contains:

1 A clear and concise mission statement.

2 A statement of assumptions that are necessary to continue planning.

3 A general statement about the forces to be employed, what they will do, where it is to be done, and the phasing of the operation.

4 A description of the employment of forces, with time-phasing information, if needed, and the roles of land, air, and naval forces, including those amphibious, unconventional warfare (UW), and counterinsurgency operations critical to the overall mission.

5 A summary of the deployment of forces necessary to accomplish the mission, including major augmentation from other commands.

6 A summary of supporting operations to be conducted (conventional, nuclear, UW, et al.) and a description of their objectives.

7 A description of the concept of support for deploying and employing forces; a summary of factors that impact on the logistics effort, including pre-positioned war reserve stocks (PWRS) availability, stock level objectives, levels of con-

sumption and expected deviations from normal rates; identification of mutual support requirements from allied and other friendly nations, and assignment of Inter-Service support agreements.

8 A summary of command relationships, including the creation of subordinate commands, and the command lines to subordinate forces.

9 In separately numbered paragraphs, a list of assigned tasks for subordinate elements, including not only the military tasks that contribute to the accomplishment of the overall command mission, but also administrative tasks, such as the preparation of supporting plans and the coordination of Inter-Service support agreements.

(6) Concept Review. Upon completion of the concept of operations, the commander forwards it to the Joint Chiefs of Staff for concept review. This review is applicable to new OPLANs or existing OPLANs in which the concept has changed. The purpose of the review is to determine whether the scope and concept of operations are sufficient to accomplish the task assigned, and to assess the validity of the assumptions and compliance with JCS tasking and guidance. JCS approval of the concept will be for "further planning only."

5-13. Plan Development Phase (PDP)

Plan development is an expansion of the direction and guidance provided by the supported commander, together with that which is contained in service documents and JCS publications. In its broadest application, the PDP consists of the development of detailed force lists along with required closure times of forces to be deployed to the area of operations, the determination of resupply, base development and transportation requirements, the identification and resolution of force and resource shortfalls, and the documentation of the plan in prescribed format. The concept of operations (i.e., the concepts of deployment, employment, and support) as derived by the supported commander in the concept development phase drives plan development. The plan development phase begins when the supported commander provides to the appropriate subordinate commanders and supporting commanders and agencies, his concept of operations and ends when the plan has been documented in the format and detail required by appropriate sections of JOPS, Volume I, and the Joint Reporting Structure (JCS Pub. 6).

(Note: Many of the planning tasks identified below can be started by subordinate and supporting commanders in advance of receipt of the finalized concept of operations, if the preliminary guidance provided by the supported commander is adequate to serve as a basis. The supported commander may use an outline plan to transmit his concept of operations, deployment, support and planning guidance, to all interested com-

mands and agencies. This is followed by a plan development conference which is attended by representatives from the supported command components, appropriate supporting commanders, and the TOAs.)

a. If a CONPLAN (i.e., an OPLAN in abbreviated format) is desired, plan development consists of the documentation of the plan in the format and detail prescribed in JOPS, volume I, chapter VI. (Normally, detailed annexes, TPFDD, base development data, and supporting plans are not required.)

b. If an OPLAN (i.e., an OPLAN in complete format) is desired, plan development is accomplished in detail using notional or type unit forces, programed resource assets, planning points of origin, planning POEs, and planning ports of debarkation (POD). The basic plan and all annexes are documented in the format and detail prescribed in JOPS, volume I. TPFDD and base development data are documented in the format prescribed in JCS Pub. 6.

c. In the exceptional or crisis management situation when no existing plan can be adapted to fit the requirement, the emergency preparation of an OPORD by the supported commander may be necessary. Accelerated planning procedures are employed in such circumstances. When the situation requires time-sensitive response action, crisis management and reporting procedures of the Crisis Action System (CAS) may be invoked.

d. Although the PDP will be explained in sequential steps (since such a procedure is necessary to clear understanding), it should be kept in mind that, in actual practice, plan development will not take place in clearly defined individual steps. Each of the steps portrayed should be initiated when the data available is adequate to serve as a basis. The results of preliminary work on one step may impact on, or be employed as, a factor in a previous step which, in turn, produces results which impact on yet another step. Because of the complexity of plan development iterations and the interdependence of derived data, the PDP of joint planning is heavily dependent on automation and simulation. Keeping these words of caution in mind, the sequential steps of the complete PDP are listed in figure 5-4 and graphically portrayed in figure 5-5. Figure 5-5 (fold-in page) is located at the end of this manual.

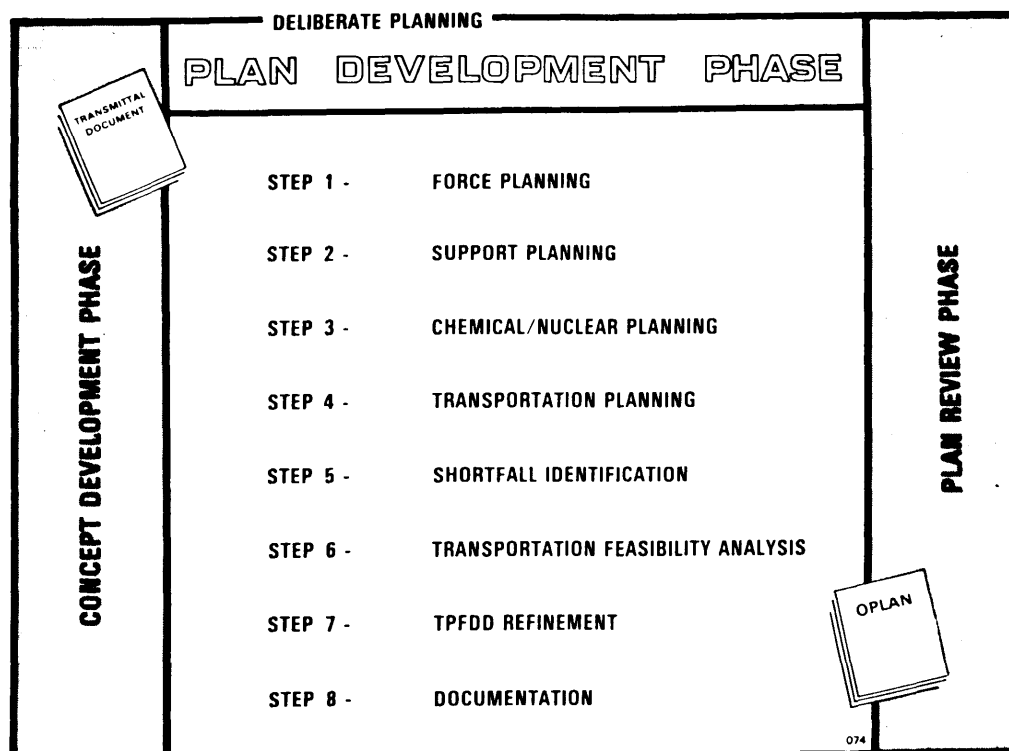


Figure 5-4. Steps in the plan development phase.

e. A general description of each of the steps follows:

(1) The first step in plan development is force planning. The purpose of force planning is to identify and time-phase all the forces needed to support the CINC's concept of operation. The force lists developed during this step include not only the major combat forces, but also combat support and combat service support forces. While force planning is ultimately the responsibility of the supported commander, each Service component develops its own force list, since the Service is the source of information needed to build the force list. The force lists are assembled using a JOPS ADP application program called the Force Requirements Generator (FRG). The components can use real-world forces to build the force list, if they are already known, but the Services cannot always identify specific units too far in advance. In that case type units, described in the TUCHA file, are used for planning. While the Service components are given the task of completing their force lists, the process actually requires the planners to go through a series of intermediate coordination steps before the final product is submitted.

(a) Each of the Service components constructs, time phases, and submits a major force list (MFL) to the supported commander.

(b) The supported command staff combines the MFLs submitted by the components and evaluates the resulting consolidated major force list (CMFL) to determine whether it is adequate to perform the mission. If the supported commander concurs with the joint force list, the components will then expand their major force lists by adding detail down to unit level (battalions, squadrons, detachments, teams, etc.). Each component will also determine the requirements for additional combat forces, as well as combat support and combat service support forces and will add them all to its MFL to make the component total force list (TFL).

(c) Finally, the planners must add all the information needed to deploy their Services' forces flow from where they are to where they are needed. Their move must be time-phased to make the most efficient use of limited transportation assets and still get the forces to their destination in sufficient time to support the CINC's operation. Deployment data are entered into the TPFDD for each of the units in the force list. Typical information includes the mode of transportation, the port of embarkation (POE), the port of debarkation (POD), and the latest arrival date (LAD) on which the force can be delivered at the POD.

(d) After the total force list has been assembled, a Force Requirement Number (FRN) is assigned to each separate force entry in the force

list. The FRN is useful because it allows the planner to track a unit wherever it is moved within the TPFDD. The planner then uses another computer program module in the FRG to produce a printout showing the forces and the deployment information. This Time-Phased Force and Deployment List (TPFDL) lists all units sequenced by LAD and POD. The force planning step ends when a TPFDL is produced that supports the CINC's concept of operation.

(e) Force planning as discussed in the above steps focused on the use of the JOPS ADP program called the FRG. Due to the recent release of the Force Module Subsystem (FMS), the planner now has the option of building the force structure using force modules. This system is designed to increase the speed and flexibility of joint operation planning by grouping key combat units with their associated support and sustainment.

(2) The second step in the plan development phase is support planning. During this step component commanders continue to work with their Services to ensure that their forces will be sustained in combat. Support requirements include supplies, equipment, materiel, and replacement personnel for the forces, as well as civil engineering materials and medical materials. Support planning begins when the number and type of units to be employed in the operation have been identified. Support planning is completed when all significant supply, equipment, and personnel requirements have been specifically determined and their movement characteristics have been entered into the TPFDD. Support planning can be accomplished in one of two ways. First, the component planners compute their own support requirements and forward their component TPFDD file (containing force and support data) to the supported command for consolidation. This is the preferred method since logistic support is a Service responsibility. In the second method the component commanders provide their Service force list and planning factors to the supported command. Joint planners then consolidate the components' force lists and compute total support requirements. In force planning, we developed the transportation requirements for units. In support planning, transportation requirements for all the things necessary to support these units are determined and their movement characteristics entered into the TPFDD.

(3) The third step is chemical/nuclear planning. This step consists of chemical/biological (CB) planning and nuclear planning. The CB planning process requires the component commanders submit their chemical requirements to the supported commander who consolidates these submis-

sions into a single time-phased list and a separate TPFDD is prepared. During the nuclear planning process, the supported commander will again consolidate nuclear requirements and these requirements time-phased will be passed to the MAC for incorporation in the appropriate CINCMAC OPLAN.

(4) The next step is transportation planning. This step in the Plan Development Phase is the first of a three-step iteration directed towards solving the complex strategic movement problem. The goal in transportation planning is to produce a transportation-feasible OPLAN. Planners at the supported command must determine if the movements requirements that have been generated by component planners during the force planning and support planning steps can be deployed (using the transportation assets that have been made available for planning) to the area of operations in time to support the CINC's concept of operations. If the force cannot be moved in a timely manner, planners must, in the next two steps, identify and resolve the problems that restrict the move, and evaluate what the changes will do to the overall plan concept. Using a major program in the JOPS ADP system called the Transportation Feasibility Estimator (TFE), planners at the supported command run a computer simulation of both the strategic air and sea movements of the forces and their support requirements from POE to POD. Transportation assets that have been identified by the JSCP for use in the OPLAN are used by the TFE to "move" the force. Reports from the computer simulation are produced to show the feasible arrival date (FAD) of each unit and supply shipment. If all the units and supply shipments arrive on time, the plan is considered to be transportation feasible. When the FAD of any unit or supply shipment is computed to be later than the latest arrival date (LAD) designated by planners, a shortfall exists in the plan which must be resolved. This leads to the next two steps.

(5) The fifth step in plan development is shortfall identification. Identifying and resolving shortfalls is continual throughout the planning process. This step, however, focuses on the identification and resolution of those transportation shortfalls that are highlighted by the TFE deployment simulation. Adjustments made by the planner to correct shortfalls are restricted to those that will not affect the CINC's concept of operation or his concept of support. Planners should also identify unresolved shortfalls that must be considered for corrective action by higher-level decisionmakers, or those that must be discussed in conference with representatives from other commands or agencies

for resolution by compromise or mutual agreement. It is important to note that the commander must approve any change that would affect the concept of operation or concept of support. Listed below are a number of actions that can be taken to resolve shortfalls. A combination of options may be necessary.

- (a) Adjust unit or cargo priority.
- (b) Adjust POE, POD, routing, or timing.
- (c) Change lift mode.
- (d) Pre-position forces/resources.
- (e) Build or upgrade ports and airports.
- (f) Seek additional assets.
- (g) Redefine concept of operations.

The plan should be submitted to JCS with unresolved shortfalls if the other options cannot resolve them, or if the use of the options would result in an unsatisfactory solution to the problem.

(6) The next step is the transportation feasibility analysis. During this step in the Plan Development Phase, the planners must analyze the closure match and determine if the plan is grossly transportation feasible. If it is not, more adjustments must be made, the TFE run again (Step 4) and shortfalls identified and resolved (Step 5). The commander may convene a Plan Development Conference and invite representatives from throughout the joint deployment community. These planners from the various commands and agencies should meet to evaluate unresolved shortfalls, to select the means to overcome limiting factors, and to determine the consequences of such actions. Shortfalls that cannot be resolved will be documented and submitted to JCS for review and appropriate action.

(7) The seventh step in plan development is TPFDD refinement. During this step the TPFDD is verified to ensure that actual units are correct and that unsourced requirements have actual units assigned if available. The OPLAN TPFDD is submitted to JDA in accordance with the annual JSCP Schedule. Gross feasibility estimates are conducted prior to this submission. They are concurrently sent to JCS for intermediate review, an informal review of the plan and its TPFDD to prepare JCS representatives for the JDA-sponsored TPFDD refinement conferences. Copies are also made available through the JDA to the supporting commands, Transportation Operating Agencies (TOAs), and other agencies participating in the refinement process. The JDA host two TPFDD refinement conferences for the supported commander.

(a) Phase I Conference. The purpose of the first conference is to resolve any force, personnel, and resupply shortfalls and to update the TPFDD with actual force data for any remaining unsourced requirements. Conference attendees will include, as a minimum, representatives of the supported commander, the JCS, the Services, TOAs, other supporting commands, JDA and other defense agencies that are affected by the plan.

(b) Phase II Conference. JDA will convene a second TPFDD refinement conference after the TOAs have had time to analyze the data from the first conference and prepare and coordinate movement tables. The second conference is to discuss the combined transportation requirements and shortfalls with the supported commander, incorporate movement tables into the data base, and get the CINC's approval of the TPFDD closure profile. Immediately following the refinement process, the information contained in the TPFDD is transferred to the Joint Deployment System (JDS), where it will be stored and maintained for future use.

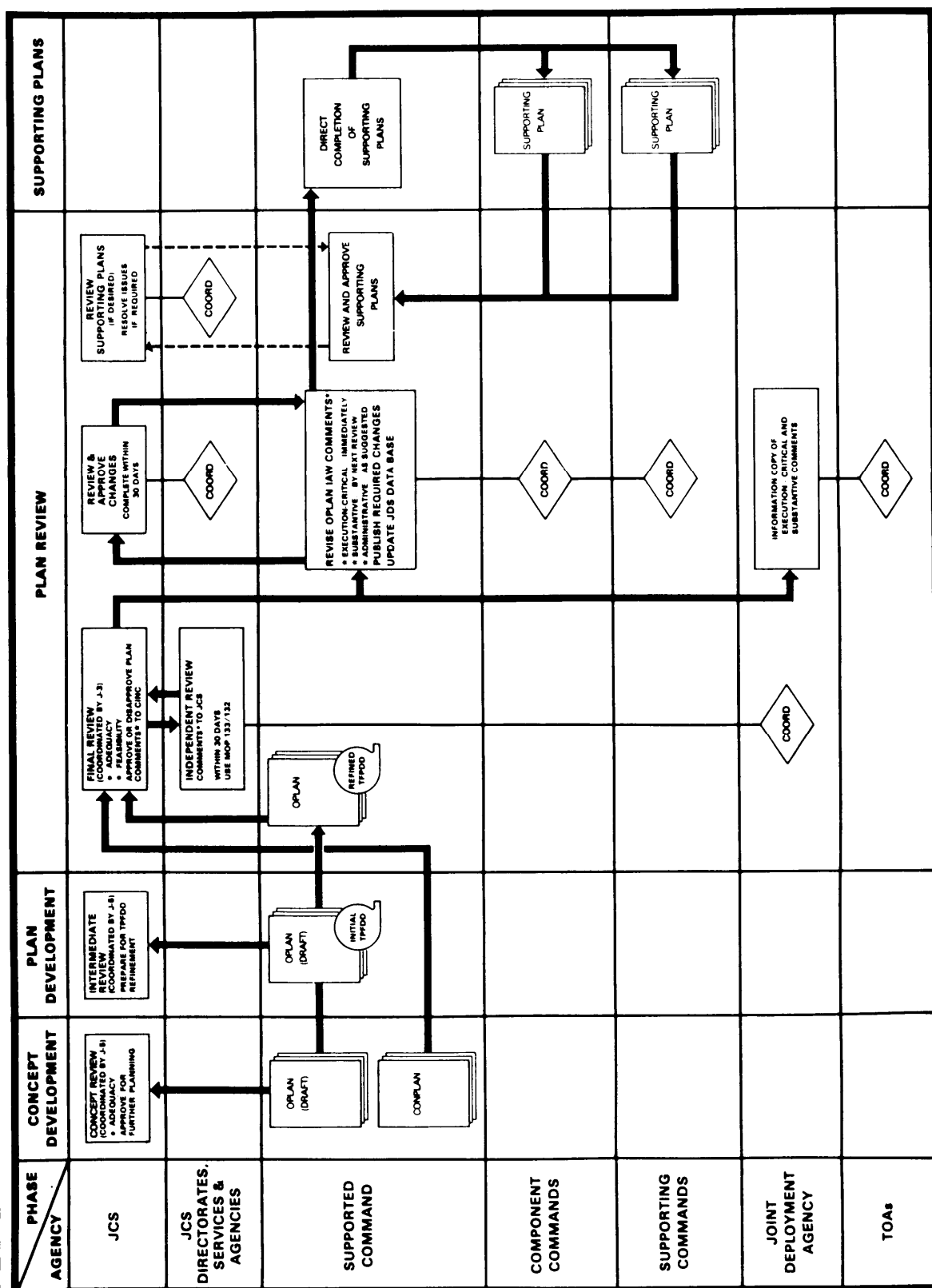
(8) Plan documentation is the final step in the Plan Development Phase. The objectives of this step are to prepare the plan in JOPS format, including the basic plan, all required annexes and appendices, and other administrative documents required for submission and distribution. The fully documented plan, together with its refined TPFDD, is an operation plan in complete format. Administrative guidance and formats for the OPLAN are contained in JOPS, Volumes I and II. The majority of the supporting commands and agencies that receive copies of the completed OPLAN have access to the plan TPFDD through their own WWMCCS computer terminal. If, however, the plan is sent to organizations that do not have ADP capabilities, selected information can be extracted from the TPFDD and included in the written plan for their use. These two computer products are called the Time-Phased Force and Deployment List (TPFDL) and the Time-Phased Transportation Requirements List (TPTRL).

(a) The TPFDL will be included as Appendix 1, Annex A, of the OPLAN.

(b) The TPTRL will be included as Tab B to Appendix 4, Annex D, of the OPLAN.

5-14. Plan Review Phase

a. During this phase, the JCS perform a final review of operation plans submitted by unified and specified commanders. It is a formal review of the entire operation plan, including TPFDD, if applicable (see figure 5-6).



b. The JCS review and approve operation plans required by the JSCP and other JCS directives. According to JOPS, Volume I, operation plans are:

(1) Plans of unified and specified commanders, including OPLANs, CONPLANs, emergency evacuation plans, continuity of operation plans, and disaster relief plans.

(2) Bilateral military plans and planning studies.

(3) Military plans of international treaty organizations.

(4) Plans for defense, other than aerospace defense, of the continental United States and military support of civil defense.

(5) Unconventional Warfare (UW) plans.

c. A plan is normally reviewed according to the following plan review criteria.

(1) The review for adequacy determines whether the scope and concept of operation are sufficient to accomplish the assigned task. It assesses compliance with JCS tasking and the validity of assumptions.

(2) The review for feasibility determines whether assigned tasks could be accomplished using available resources. Appropriateness, availability, and planned use of available resources are also considered.

d. Plans submitted to the JCS for review are referred to the OJCS directorate having primary staff responsibility (normally the J-3), which conducts and coordinates the final plan review. Other directorates and agencies participate as required. The Services also take part, including doing a legal review for compliance with domestic and international law.

e. Reviews by responsible agencies are conducted independently; their comments are forwarded to JCS within 30 days of referral. Comments are categorized as execution-critical, substantive, or administrative.

(1) Execution-Critical comments are directive. As significant comments, their immediate incorporation into the plan is essential.

(2) Substantive comments are also directive. They are important comments which must be incorporated into the plan by the next annual JCS review.

(3) Administrative comments are given to the supported commander as suggestions.

f. Reviews are processed under the provisions of JCS MOP 132 or JCS MOP 133. MOP 132 is used for papers that should be personally addressed by the Joint Chiefs of Staff or their Operations Deputies. MOP 133 is used to issue instructions in the name of the Joint Chiefs of Staff and should be

used when practical to provide a timely response to the supported commander.

g. After the review, the supported commander is informed that his plan is

(1) Approved, subject to the incorporation of execution-critical comments. JCS plan approval means the plan is effective for execution, when directed.

(2) Disapproved, for reasons stated.

(3) Approved for continued planning. Plans with unresolved shortfalls cannot be given unqualified approval. The approval message will include guidance for developing supporting plans and actions to rectify unresolved shortfalls.

h. The supported commander prepares changes to his operation plan to incorporate execution-critical comments (within 30 days) and substantive comments (before the next annual review). Changes normally are submitted to JCS for approval, and the review of the changes follows the procedures for plan review.

i. Supporting plans prepared by subordinate or supporting commanders or other agencies are normally reviewed and approved by the supported commander. Review procedures at those levels are contained in command-unique instructions.

5-15. Supporting Plans Phase

a. During this phase of the deliberate planning process, the supported commander directs the preparation and submission of supporting plans (see figure 5-6). Supporting plans deal with a number of functions, including mobilization, deployment, and employment. Plans may be developed by component commands, joint task force commands, supporting unified or specified commands, TOAs, or other agencies. These commands may, in turn, task their subordinates to prepare additional supporting plans. In all, a family of plans is produced to accomplish the overall mission of the supported command.

b. A supporting plan that directly supports an OPLAN normally carries the plan identification number (PID) of the supported command's plan, and the supporting plan summary identifies the OPLAN which it supports. In some cases, however, a command is required to perform essentially the same actions to support two or more supported commands' plans. Instead of preparing multiple supporting plans (containing essentially repetitious material), the command prepares a single plan carrying its own PID, and the plan summary contains a list of the OPLANs it supports.

c. Employment plans are normally the responsibility of the commander who will direct the forces when the OPLAN is executed. In many cases, how-

ever, the politico-military situation cannot be clearly forecast, so employment planning is delayed until circumstances require it.

d. Supporting plans must be submitted to the supported commander within 60 days after the approval of the plan they support. Review of supporting plans is the responsibility of the command they support. JCS, however, may be asked to resolve issues that arise during the review of sup-

porting plans, and they can review any supporting plan, if they wish.

5-16. Time Sensitive Planning

a. *Purpose.* This section describes the Crisis Action System (CAS) and shows how it is used to support time-sensitive planning. The primary actions expected of responsible commands and agencies are also described (see figure 5-7).

TIME-SENSITIVE PLANNING		
THE CRISIS ACTION SYSTEM (CAS)		
MILITARY COMMAND ACTIONS	NCA/JCS ACTIONS	RESULTING DIRECTIVE
PHASE I SITUATION DEVELOPMENT Worldwide events are monitored to detect situations that could affect U.S. policy or interests. A significant incident is recognized and reported to an appropriate government agency. The CINC sends a commander's assessment of the situation to JCS/NCA.	PHASE II CRISIS ASSESSMENT JCS/NCA consider all available information to determine if a crisis exists. NCA identifies possible options (diplomatic, economic, military, etc.). JCS considers military courses of action and may direct higher military alert condition or deployability posture.	JCS WARNING ORDER The Warning Order designates supported/supporting commanders and command relationships. It describes mission and objectives, allocates forces and lift assets, and suggests courses of action. It calls for the Commander's Estimate and JDA deployment estimates. The Warning Order initiates Phase III.
PHASE III COURSE OF ACTION DEVELOPMENT The CINC develops and evaluates courses of action, using information from deployment data bases and input from components and supporting commanders. He forwards Commander's Estimate to JCS with recommended course(s) of action and support requirements. JDA/TOAs prepare deployment estimates. JDC updates deployment data base.	PHASE IV COURSE OF ACTION SELECTION JCS reviews Commander's Estimate and deployment estimates, then presents courses of action, in order of priority, to NCA for selection. In rapidly developing situations, this phase may occur without formal development of courses of action (Phase III).	JCS ALERT ORDER The Alert Order reflects the NCA decision. It defines the mission, updates the current situation, issues strategic guidance, and sets the anticipated date of execution. If events prohibited issuing a Warning Order, the Alert Order contains necessary planning guidance. The Alert Order initiates Phase V.
PHASE V EXECUTION PLANNING CINC completes and refines planning done in Phase III. He develops, publishes, and distributes OPORD, including actual force list, operations instructions, and logistic and administrative guidance. Supporting OPORDs are developed. Units stay prepared for deployment until ordered to execute or until crisis is resolved by non-military means.	PHASE VI EXECUTION The OPORD and supporting OPORDs are executed upon receipt of Execute Order. Deployment data base and movement schedules are kept current. Movement and status of forces are monitored and reported. The phase continues until the crisis is resolved or until forces are withdrawn.	JCS EXECUTE ORDER The Execute Order reflects the decision of the NCA to use the military option to resolve the crisis. It contains the most current information available, provides the latest guidance, and establishes an execution time.

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Figure 5-7. Time sensitive planning.

b. Background.

(1) A crisis usually develops with little or no warning, and the President and his advisors must make quick decisions about a suitable course of action for the nation to take in response to it. There are many options that are likely to be presented for consideration. The President can choose to do nothing, or can elect to use diplomatic, economic, or military means to solve the problem.

(2) After a series of crises in the early 1970s, the National Command Authority (NCA) became concerned that the military organization for responding to crisis situations was ineffective, and that various parts of the Joint Reporting Structure (JRS) were not providing adequate and timely information to support the decisionmaking process. A system for time-sensitive military planning was developed and is described in the Joint Operation

Planning System (JOPS), Volume IV, Crisis Action System (CAS).

(3) The focal point for military crisis management is the National Military Command Center (NMCC) operated by the JCS J-3 in Washington. From the NMCC, crisis action teams coordinate with the NCA, the military commands, and other agencies while dealing with a crisis.

c. Description.

(1) CAS provides a framework for the rapid exchange of information. It arranges for recommending and evaluating feasible courses of action. It uses commonly accepted planning procedures and formats wherever possible, but recognizes the need for varying degrees of detail as a function of time available for planning.

(2) Since each crisis is unique, a rigid set of rules to respond to crises would be unacceptable.

Instead, CAS is a flexible system that responds to the demands of a dynamic situation. Like any system, CAS is the combination of people, procedures, and hardware which enable the work to be done. The CAS objective is the timely development of a military option to present to the NCA for consideration and use in response to a national crisis.

(3) The time-sensitive planning process takes the participants through a logical sequence of phases that leads from the initial recognition of the problem to the development and execution of an operation order. The six phases of CAS are shown in figure 5-7. The phases alternate between action being taken at the military command level and action taken at the NCA level. Several points are identified in the sequence where decisions must be made either to continue planning or to revert to an earlier phase in the process. Formal JCS orders are issued after major NCA decision milestones. Extremely critical situations could compress the actions taken in Phases H through V.

(a) Phase I—Situation Development. In this phase, any event that could be considered a potential crisis is recognized, reported, and assessed to determine if it could affect national interests. The development occurs in several steps.

1 Situation monitoring. Monitoring events worldwide with all available agencies and sources to detect situations that could conceivably have a bearing on US policy or interests.

2 Event. Something out of the ordinary which might have future implications for the US Government.

3 Problem recognition. A US Government official recognizes an event as being a problem or a potential problem and reports the matter to an appropriate Government agency.

4 Reports. When a problem is recognized, a report (message, telephone, etc.) is submitted to the appropriate command center. Two formal reports which would initiate the action are Critical Intelligence Communication (CRITIC) and Event/Incident Report of Possible National Interest (OPREP 3).

5 Commander's assessment. Based on the preliminary information available, the unified commander sends to JCS an OPREP 3 PINNACLE report on the situation and states what forces he has readily available, the time frame for their earliest commitment, and any major limiting factors to their employment.

6 JCS/NCA situation review and assessment. Decisionmakers at the national level will

assess the event and the commander's report and determine whether it is a problem of national concern. If they determine that it is not, normal situation monitoring continues. If, however, they decide that the event is a problem of national concern, they proceed to Phase II of the CAS.

(b) Phase II—Crisis Assessment. During this phase, reporting is increased, and the problem is carefully analyzed to determine whether it meets the definition of a crisis.

1 Since the event has been categorized as a problem of national concern, surveillance and reporting are greatly increased to provide all the information possible to the decisionmakers. During this phase, they must decide whether the problem should be categorized as a crisis. If they decide it is not yet a crisis, increased reporting will continue and information will be gathered for further study. If a crisis is declared, a JCS Warning Order is prepared for release.

2 During this phase, the JCS may issue a deployment preparation order or a deployment order. They can also order an alert condition or a specified deployability posture. These actions are designed to reduce response time, should the situation require rapid response by the forces. These orders could be issued any time during the crisis, or could be issued in conjunction with the JCS Warning or Alert Order.

3 The President might decide to order immediate military action, and the CAS would pass directly to a later phase.

4 While these actions are taking place, special teams are assembled to deal with the crisis. The teams vary in size and composition, just as they vary in name and purpose. They may be called Battle Staffs, Crisis Action Teams, Deployment Action Teams, Operations Action Groups, or Operations Planners Groups. They may include representatives from any or all staff agencies. Generally, emergency response teams can be formed at all levels, from individual units and commands up to the NMCC.

(c) Phase III—Course of Action Development.

1 In this phase, the planning process begins in earnest. The JCS Warning Order initiates the development of courses of action, the formation of force lists and support requirements, and the recommendation to the NCA of the best course of action. Component commands, supporting commands, TOAs, and the JDA work with the commander to support the planning effort.

2 The JCS Warning Order, in addition to initiating this phase of planning, establishes command arrangements for forces participating in the operation, suggests some potential courses of action for the commander to consider, and updates the information available from the JCS perspective.

3 After the commander has received tasking, he further defines the mission and, with the help of his staff and using procedures that are similar to those in the deliberate planning process, considers alternative courses of action. Whenever a crisis occurs, existing operation plans should be reviewed to see if one of them is suitable for use. An OPLAN should be modified for use if possible. If a CONPLAN can be used, it should be expanded to include forces and support requirements. But, as is often the case, if no plan exists, an OPORD will have to be developed from scratch.

4 Time is an extremely valuable commodity during this phase, so planners must transfer information among units as rapidly as possible. WIN is used for quick and accurate data transfer. OPREP-1 message formats have been developed as a backup system. CAS planning is done using actual forces instead of type forces. Force modules will be used for planning to the extent possible.

5 The commander consolidates all available information to submit his Commander's Estimate to the JCS, who will evaluate it in light of information gathered from other sources. This Commander's Estimate contains much the same information as the document of the same name prepared during deliberate planning, but it is more abbreviated. The CINC only recommends a course of action during CAS, instead of selecting the best course of action as he does during deliberate planning.

6 The Commander's Estimate is also sent to the TOAs and to the JDA who will use the information to finalize deployment estimates and update the JDS deployment data base. Their work is done concurrently with the planning at the supported command level.

7 Phase III of CAS is similar in function to the Concept Development Phase of the deliberate planning process.

(d) Phase IV—Course of Action-Selection. The Joint Chiefs of Staff review the Commander's Estimate, the courses of action, and the CINC's recommendation. With the deployment estimates developed by the JDA (in conjunction with the TOAs) and the courses of action submitted by the commander, the JCS have enough information to present the recommendation to the Secretary of

Defense and the President. As previously mentioned, other nonmilitary options may have been prepared by the National Security Council, the Department of State, or the Central Intelligence Agency for the President's consideration. If the President feels that the military option may be used, he will select a course of action or, more typically, approve the recommended course of action. His decision is announced in a JCS Alert Order which is prepared for release.

(e) Phase V—Execution Planning.

1 This phase begins with the receipt of the JCS Alert Order. Planning is done at several levels concurrently, based on information contained in the Alert Order, and is aimed at the completion of the operation order (OPORD), the final product of the time-sensitive planning process.

2 The Alert Order describes the military course of action selected by the NCA, sets tentative or actual target dates for the operation, and provides the necessary guidance for the preparation of the OPORD.

3 Planners at the supported command, assisted by the deployment community, complete the force list. They also detail resupply and replacement requirements as much as possible. The JDS Deployment Data Base is the authoritative, up-to-date source of the force and resupply information. The data base can be queried by the entire deployment community using the WWMCCS Intercomputer Network (WIN), or information can be obtained from the JDA by message or telephone. In a crisis, no means of communication can be overlooked to get the critical job of planning accomplished.

4 An OPORD is prepared in OPREP-1 message format. The narrative portion contains the task organization, situation description, mission, concept of operations, anticipated time of execution, rules of engagement, command relationships, logistics information, and other administrative guidance.

5 Supporting commands, component commands, and TOAs develop supporting OPORDs, as required. The JDA helps to update the force list and to coordinate the development of the flow plans and schedules prepared by the TOAs.

6 The OPORD, when it is complete, does not require approval by the JCS. If the OPORD is contrary to the guidance contained in the Alert Order, the JCS will inform the commander of the difference. If circumstances change, requiring an

adjustment in the OPORD, the JCS will also keep the commander informed.

7 Phase V of CAS is similar in function to the Plan Development Phase of the deliberate planning process.

(f) Phase VI—Execution.

1 When the President makes a decision to exercise his military option, the Secretary of Defense authorizes and directs the Joint Chiefs of Staff to issue a JCS Execute Order instructing the commander to carry out the provisions of the OPORD. Supporting commands are also instructed in the Execute Order to implement their supporting OPORDs.

2 JDA monitors the status of deploying military forces and selected critical material items, and keeps the information current for reports to JCS. During the deployment, the supported commander can request changes in movement flow based on a change in the operational situation. JDA will coordinate the request and make adjustments to the flow schedule. JDA is also required to accommodate the return of casualties and noncombatant evacuees during the deployment.

3 The execution phase continues until the operation is complete.

5-17. Summary

a. In this chapter we have looked at the National Military Planning System and discussed the roles of the NSC, the Secretary of Defense and Secretaries of the services in the defense PPBS. The role of the JCS in national military strategy formulation was analyzed with emphasis on the major planning documents prepared by the JCS. A detailed examination of the JOPS was undertaken along with a discussion of the role of JOPS within the joint planning cycle. From an examination of the purpose and procedures within each phase of the joint planning cycle, it should be apparent that the logistics planner is deeply involved in all phases and plays a predominant role in most.

b. The fact that contingency or OPLANs are prepared for many eventualities does not insure that a workable plan will be on hand for actual emergencies. Long-range plans must be based on certain assumptions; however, plans that are executed must be based on realities. For this reason we have a CAS in which new plans are developed or existing plans modified prior to execution.

c. The important contribution of ADP equipment, coupled with standardized software and format, to the ability of military planners to produce/modify realistic plans should be apparent. The interrelationships and interdependencies of

the many factors involved in supporting military forces in theaters of operations are of such complexity that determination of the feasibility of a plan by normal methods becomes virtually impossible. The feasibility testing aspects of JOPS, however, allows a determination throughout the planning cycle of the ability of US forces to actually implement the plan.

d. The joint planning process is a coordinated staff procedure used by a commander to determine the best method of accomplishing assigned tasks and to direct the action necessary to accomplish his mission. Stated slightly differently, it's a logical procedure used by a joint force commander to reach a sound operational decision and to prepare the plan or order to implement the decision. The joint planning process is initiated when a task, either directed or dedicated, is imposed on the joint command. Each plan is subject to annual review by the JCS and continuous monitoring by the supported unified commander, JCS, and the military services to determine and accomplish changes resulting from changes in the world situation, US policy, availability of resources, materiel changes resulting from technological dynamics, and other related conditions.

e. All contingency plans are prepared in line with the JOPS, as required by JCS direction. This system provides standard guidance in procedures such as a simple format for an OPLAN, identification of what data must be included, who should get copies of the plan, and how various headquarters interact during the planning process. The joint planning process is a lengthy procedure which follows a specific timetable for completion of the various phases.

f. The JOPS includes guidance on such matters as how to plan the intelligence aspects of a joint military operation, standard logistics guidance, and civil affairs responsibilities. Under the JOPS, the inclusion of specific responsibilities for possible tasking to service components of a unified command offers more definite guidance for accurate logistics planning and possible expansion of areas such as common support. The JCS are charged with the responsibility of ascertaining the logistics support available to execute general war and contingency plans of the commanders of the unified and specified commands. Perhaps the best word to describe the functions of the JCS in its role with the JOPS is "coordination." It is their duty to bring forward the problems of the unified and specified commands and assist and represent them in the solution of the problems and to foster joint

planning. Among its other responsibilities related to the joint planning process, the JCS:

(1) Recommend to the Secretary of Defense the establishment and force structure of unified and specified commands in strategic areas. They determine the headquarters support, such as facilities, personnel and communications required by commanders of unified and specified commands, and recommend the assignment of responsibilities to the military departments for providing this support. They provide guidance and direction to commanders of the unified and specified commands for the development, acquisition, and operation of the command and control systems for their commands.

(2) Review the plans and programs of the unified and specified commands and analyze the national capability to provide logistics support for

execution of their contingency plans. Since several of the contingency plans could become operational at the same time, the JCS also chooses three or more representative plans for simultaneous consideration in order to identify shortages of materiel and support capability in case of multiple commitments. This analysis is conducted at least once a year. Action is taken to overcome the logistics problems that are identified.

(3) In support of the preparation of budgets, submit to the Secretary of Defense statements of military requirements based upon strategic considerations, current national security policy, and contingency plans. These statements include tasks, priorities, force requirements, general strategic guidance for the development of military installations, and recommendations for equipping and maintaining military forces.