

CHAPTER 4

MILITARY PLANNING SYSTEMS

Section I. GENERAL

4-1. Introduction to Military Planning Systems

a. The purpose of this chapter is to discuss, in general terms, planning as a command function and to identify certain planning systems employed at various echelons of command. Planning is necessary to insure a disciplined approach to the protection of national interests and the achievement of national objectives. Planning molds available resources into an effective entity and is basic to other command functions. It must be emphasized that:

- (1) Planning is essential to the success of any military undertaking at all echelons of command.
- (2) Planning permits units to react rapidly to a variety of situations.
- (3) Planning is a responsibility of all members of the staff.
- (4) Planning processes vary with the echelon of command.

b. Procedures and techniques are generally the same, but the complexity, detail, and time elements differ with the level of command. Planning at division level is concerned more with the immediate future, while higher echelons project further into the future and cover a wider range of interest. At major command level, the area is restricted to that designated by higher headquarters. At Department of Army (DA) level, it is directed toward many types of possible Army commitments worldwide and extends many years into the future.

4-2. Characteristics of a Military Plan

a. A military plan defines a method or a scheme for a military action. It is a proposal to carry out a command decision or project. The military planning system:

- (1) Functions within the framework established by competent authority to provide input to the planning and decisionmaking process.
- (2) Is a component system of the resource management function which addresses the development of military strategy, policy, objectives, and

resource requirements in the execution of assigned roles and missions. The primary objectives of the planning system are to:

- (a) Provide timely and persuasive input to the planning and decisionmaking activities of the commander to obtain resource decisions which perfect his concepts.
- (b) Contribute persuasively to the formulation and presentation of strategy, objectives, and other matters of interest.

(c) Provide integrated and timely direction, guidance, and purpose to Army staffs and planners.

b. Planning bridges the gap between the present and the future by answering in advance who will accomplish what future actions, when, where, why, and how. Every commander has a planning function to perform. Effective planning is accomplished by the commander and his staff planners in the following manner:

(1) Base plans on factors and relevant information. Computers may be used to assist in the compilation of manageable and pertinent data which are of use to a commander and his staff.

(2) Use reflective thinking and imagination to foresee and perceive possible future actions. Planners must be able to state the problem and clearly visualize the pattern of activities which will occur during the execution of the plan. "What if" questions are answered by planning, enabling the commander or planner to consider many different variables that would affect the action to be taken.

(3) Plan before acting. The planner should recognize the purpose of his actions and the usefulness of his achievement.

(4) Plan continuously. All plans are tentative and subject to revision as new facts become known, resources change, and other variables become apparent.

(5) Divide plans into phases of time periods to help:

(a) Reduce the plan to a simple series of actions.

(b) Keep planned efforts on schedule.

(c) Coordinate the separate activities within the plan.

(d) Insure acceptance and awareness of the plan by all concerned or affected by it.

(6) Plans should:

(a) Be simple.

(b) Be easy to understand.

(c) Fulfill a recognized need.

(d) Be achievable.

(e) Be directed to the accomplishment of the objective.

(f) Be specific as to the responsibility, authority, and relationship of each group or individual involved in the plan.

(g) Be flexible. A plan should be capable of adjustment to meet unanticipated situations. Much creativity is required to develop such a plan, but it does reduce the requirement for last minute "crash basis" planning.

(7) Plan with tangible, definite, and specific factors. Planning deals with the activation of physical resources—men, materiel, money, and facilities.

(8) Plans consist of two components—variables and constants. The variables regulate the number of alternatives derived from a plan. As these reflect the experience and judgment of the planner, they represent the highest risk of the plan.

(9) Plans start with concepts and data which are manipulated, evaluated, refined, added to, subtracted from, integrated, portions changed, and revised until the final plan is formed.

4.3. Purpose of Military Plans

a. The planning system is designed to:

(1) Provide a threat analysis.

(2) Plan the effective utilization of forces and resources currently available and to task the appropriate Army commanders with the execution of the plan.

(3) Develop the forces to accomplish the objectives and the resource requirements to support the forces.

(4) Structure the approved forces and resources to execute the approved strategy and to achieve the military objectives.

b. Planning is one of the steps in making and executing decisions. This translates the commander's concept of operations into detailed procedures

for accomplishing the mission. The ability to translate these decisions and concepts into easily and clearly understood instructions for subordinates is an art and one of the most important functions of a military staff.

4.4. Sources of Missions

a. Missions are derived in most instances from instructions or directives from higher headquarters. However, a commander need not wait for instructions from higher headquarters to initiate planning. Frequently, planning is initiated by a commander based on his knowledge of the situation and assumed mission(s). It would appear to be only natural at division level and higher in a theater of operations to assume that many situations could arise which would require immediate reaction. Thus, planning may be initiated by a commander based upon his knowledge of the existing situation, some assumptions, and consideration of all situations with which he may be confronted.

b. The unified commander is assigned missions and tasks and provided resources with which to carry them out through the Joint Strategic Planning System (JSPS). Planning at the unified/specified command and military service level is initiated by the Joint Strategic Capabilities Plan (JSCP) within the JSPS. The JSCP assigns tasks; provides planning guidance for development of operations plans to accomplish those tasks; identifies major forces available; and provides guidance for development of plans to accomplish tasks. In addition, the mission or tasks may be assigned by a letter of instruction (LOI), a planning directive, or derived or assumed by the commander based on general guidance from higher headquarters and his own initiative.

c. The commander of unified/specified commands, chiefs of military services, and commanders of joint task forces (JTF) or major operational commands may assign missions and tasks and transmit their directions and guidance through the use of any of the following:

(1) Service planning documents such as the Army Mobilization and Operations Planning System (AMOPS).

(2) A campaign plan which is fundamentally a strategic document. These have been used by major area commanders to sketch broad outlines of a series of strategically connected operations. Joint Chiefs of Staff (JCS) Publication 2 provides a format for a campaign plan.

(3) An LOI has historically been used by commanders at high levels to convey planning guidance. It is a flexible document that can be used in

many situations, in any size operations, and for many purposes. If the LOI is used, it should contain as much of the information prescribed (in the format in JCS Publication 2) for the campaign as required for the situation addressed.

(4) A planning directive is used by many joint staffs to set forth the commander's guidance early in the planning process. It provides written guidance to the commander's staff, subordinate and supporting commands, and agencies to aid in concurrent planning.

(5) An outline plan is a preliminary plan outlining the salient features or principles of a course of action prior to the initiation of detailed planning.

(a) The purpose of the outline plan is usually one of the following:

1 To convey the unified or joint level concept of operation, allocation of major combat forces, planning direction and guidance, planning tasks, and concept of logistics support to all subordinate and supporting commands for their use in plan development.

2 To provide higher staffs with an appreciation of what direction the commander's planning is taking and, if appropriate, to substantiate requests for allocation of additional troops or other resources.

(b) Outline plans, when used, are usually early versions of the operation plan (OPLAN) or operation order (OPORD) developed by the staff after an overall concept of operations has been formed.

(c) There is no prescribed format for an outline plan. Within the limits imposed by the amount of planning work accomplished, the outline plan should include as much of the information that will be contained in the final plan as possible. Annexes should be employed but are not mandatory if the purpose of the outline plan can be accomplished without them.

(6) A JCS Warning Order is issued by the JCS in the Crisis Action System (CAS) to initiate course of action development (CAS Phase III). The following information will be included to the extent possible.

- (a) Command arrangements.
- (b) Task(s).
- (c) Area of operations.
- (d) Situation.
- (e) Forces.
- (f) Assumptions.

(g) Political factors.

(h) Tentative courses of actions (for CINC consideration).

(i) Operations.

(j) Administration and Logistics.

(k) Reporting Instructions.

(7) An Alert Order is a directive prepared and issued by the JCS, which conveys the National Command Authority (NCA) decision to prepare for military operations in support of national interests. When issued by the JCS to the supported commander and other participants, the Alert Order marks the beginning of execution planning (CAS, Phase V). It does not authorize or direct the implementation of the plan, but certain forces can begin movement if specifically authorized. As a minimum, the Alert Order will include:

(a) A description of the politico-military situation.

(b) The tasks to be accomplished.

(c) The allocation of major combat forces and strategic transport resources to the operation.

(d) The movement priority assigned to the operation.

(e) The target date for execution.

(8) An Execute Order is the implementing directive issued by the JCS when the NCA decides to employ US military forces. The Execution Order goes to the supported commanders, the transportation operation agencies (TOA), and the services. The Execution Order designates the date of C-day (day deployment commences), and may contain the date designated as D-day. If controls or parameters by which subordinates will conduct operations are required, they will also be contained in the Execute Order.

4-5. Plan Development

a. In developing a plan, a series of steps which lead through a logical progression of command and staff action is generally followed.

(1) The first step is forecasting probable commitments. Here the commander and his staff analyze and evaluate trends to predict future developments or higher headquarters may initiate the planning sequence. Since all the facts are not known, it is necessary to make certain assumptions which are general in nature and are relevant. The higher the echelon of command, the greater the necessity for longer range planning and the greater the number of assumptions. The probability that events will not occur as assumed

will also increase, thus the inherent likelihood of change.

(2) The second step involves the analysis of probable commitments, what the commander thinks will occur, and assignment of priorities of these possible occurrences. Planning is initiated on the situation with the highest priority and proceeds through others until all are exhausted or are overtaken by events. These also change constantly as events occur and are acted upon.

(3) The third step is determining the mission. If none is assigned or apparent, the planner must try to anticipate what the mission should be. This could result in assumption of more than one probable mission. If more than one mission is assumed, priorities must be established to continue planning.

(4) Next, the mission is analyzed to determine specific and implied tasks, their complexity, and relative importance. Frequently, planners will identify those elements or tasks that require immediate and/or obvious reaction but fail to recognize the less obvious or those with long-range or recurring implications.

(5) After determining what must be accomplished and the relative importance of each task, it is necessary to determine how to keep all planners moving in the proper direction. This involves the use of existing policies and procedures plus guidance from the commander or higher headquarters.

(6) Studies may be initiated to determine the feasibility and influencing factors for accomplishing the assumed missions. Staff estimates and staff studies are used more frequently at the echelons below DA. At DA and major command level and higher echelons, concept studies are used for long-range planning in addition to staff studies. These planning studies narrow the problems to those situations which can reasonably be expected to occur. It eliminates those situations which cannot or are least likely to occur. From those remaining possibilities are selected all reasonable courses of action and theoretically a plan is prepared for each although the objective of the process is to identify the best one.

(7) After the plan is complete, and whenever possible, the proposed operations should be rehearsed. Until a plan is implemented, it must be constantly reviewed, refined, and updated.

b. The planning sequence must be modified somewhat for a commander's decision where he has been assigned a mission by higher headquarters. In this instance, the mission is received, disseminated to the staff, analyzed, planning guidance furnished, staff estimates made, commander's

estimate and concept of operation stated, and OPLANs prepared, approved, and issued for implementation. The commander and his staff must then supervise the implementation of the order.

4-6. Organization for Planning

a. The organization for planning varies with the command level, complexity, and time frame involved. There are several alternatives as to how to organize to conduct planning. It can be accomplished by existing staff, a permanent planning group, a temporary group, or a combination of the above. For normal planning operations, the existing staff is used. It is capable of planning for operations which do not impose any highly unusual conditions. However, if the operation requires extensive staff planning and supervision, is highly sensitive in nature, is complex and timeliness of action is significant, creation of a separate planning group would be warranted. With this special-group, the staff sections of the headquarters could concentrate on their daily operational requirements. At the same time, the commander could bring together in one section personnel possessing required expertise from his headquarters and subordinate commands to accomplish the planning.

b. The important aspect of planning in any organization is that the responsibility is specifically assigned, understood, and the various planning actions can be traced within the organization. The responsibility for planning must not be so fragmented within the command that it is uncoordinated and lacks integration with other plans.

4-7. Types of Plans

The military planner should be cognizant of the type plans he may be working with. The significant plans which the planner should recognize are:

a. Strategic Plan. This type plan provides for the overall conduct of a war. By its description, it is obvious that these plans are formulated at theater and higher headquarters. The National Security Council (NSC) is the principal forum for consideration of national security policy issues, requiring Presidential decision. The Department of Defense (DOD), in coordination with other executive departments, translates those decisions and national strategy objectives into national military strategy with strategic military objectives. JCS uses these objectives and considers the recommendations of theater commanders and the total military capabilities of the nations to arrive at a war plan that will accomplish the objectives. From these come assignments of missions to theater commanders upon which to base specifications for operations.

b. Campaign Plan. This type plan covers a series of related military operations to accomplish a common objective, normally within a given time and space. Such plans are normally prepared by joint or combined commands. Several campaigns may be undergoing planning concurrently, each including operations or undertakings of considerable magnitude. The plan may be prepared to meet a probable or an existing situation. (See also paragraph 4-4c(2).)

c. OPLAN. This is the most basic of staff directives.

(1) This is a plan for a military operation (normally part of a military campaign). It covers a single operation or a series of connected operations to be carried out simultaneously or in succession. It is usually based upon stated assumptions and is the form of directive employed by higher authority to permit subordinate commanders to prepare supporting plans and orders. The OPLAN is usually used instead of an order in preparing for operations or contingencies well in advance. An OPLAN may be put into effect at a prescribed time, or on signal, and then must be translated into an OPORD. It is an essential link between the commander's decision and the initiation of action.

(2) In the context of Joint Operations Planning System (JOPS), an OPLAN is prepared in either complete or concept format.

(a) OPLAN in Complete Format. An OPLAN for the conduct of military operations can be translated into an OPORD with minimum alteration. Complete plans include deployment/employment phases, as appropriate. A complete plan normally is prepared for those situations wherein plan execution would:

- 1 Tax total forces available for planning.
- 2 Tax the available logistics or mobility resources under either mobilization or nonmobilization conditions.
- 3 Be likely to occur within the JSCP time frame.

(b) Operation Plan in Concept Format (CONPLAN). This is an OPLAN in an abbreviated format, reflecting the commander's concept of operations. It requires expansion into an OPLAN or OPORD prior to implementation.

(3) Administrative instructions and formats for the documentation and distribution of OPLANs and annexes are contained in JOPS, volume I, chapters IV, V, and VI.

4-8. Special-Purpose Plans

There are a number of terms used to describe special types of military plans written for the purpose of prescribing actions to be taken in response to specified or anticipated future events. Such plans include a variety of administrative and support plans, base development plans (BDP), contingency plans, and emergency defense plans.

a. Administrative Plan. Administrative plans for several of the functional areas of administration and support frequently have a broad range of application in both peace and war. Sometimes called "omnibus plans," administrative plans may be designed to provide for the combat service support (CSS) of a type force unit or for the maintenance of a specified supply level at a forward port or any number of other administrative or support actions. It is based on the commands' operational requirements. When implemented, it is the administrative order.

(1) Like an annex to an OPLAN, an administrative plan may be attached to an OPLAN or referenced as a supporting document. When referenced, the originator of the OPLAN must ascertain that all required recipients of the OPLAN do, in fact, hold the appropriate administrative plan.

(2) Administrative plans are frequently employed by service component commanders, but are less commonly used by joint commanders.

(3) There is no universally prescribed format; however, FM 101-5 contains Army-unique formatting instructions.

b. Base Development Plan. Base development is the improvement or expansion of the resources and facilities of an area or a location to support military operations. It can be conducted for the purpose of improving or expanding facilities for the long term or may be conducted in light of a prevailing contingency requirement.

(1) When military operations are projected into an area where no existing base facilities are available, or where those facilities need improvement and organization to support military operations, base development is a necessary activity. Such plans can be drawn for development of a specific base, such as a port or air terminal; or, like the other support plans already discussed, they can be written to cover a broader area and wider time period. In joint planning, base development is a part of the plan development phase and is described in paragraph 5-13.

(2) As described in JOPS, volume I, aspects of base development requirements are incorporated into the logistics annex of an OPLAN.

(3) Base development data, submitted in accordance with JCS Publication 6, volume II, is required by the JCS for all OPLANs

c. Contingency Plans. A contingency plan is a plan for contingencies which can reasonably be anticipated in an area of responsibility. The form that a contingency plan takes is determined by the nature of the situation, the magnitude of the force and resource requirement, and the complexity of the strategic mobility problem involved. OPLANs, emergency defense plans, evacuation plans, or any other plans developed for use in contingency situations are frequently referred to as contingency plans.

d. Emergency Defense Plan. This is a common term used mostly in the European Command and in the North Atlantic Treaty Organization (NATO) arena. An emergency defense plan is a contingency plan designed to accelerate actions to meet a defense emergency situation with resources at hand. There is no prescribed format for an emergency defense plan. It is usually in a form similar to that of an OPORD.

e. Alternate Plan. Generally, an alternate plan provides for a different course of action to be taken in the event assumptions or significant facts, under which the original plan was written, prove no longer to be true. Alternate plans are documented in the format of the basic plan for which they serve as an alternate.

f. Evacuation Plan. Evacuation plans are developed for a variety of contingency situations in which the movement of people (both military and civilian) for security, safety, or medical reasons or the movement of materiel for maintenance or disposal reasons is required. There is no prescribed format for an evacuation plan.

g. Supporting Plan. This type plan complements another plan and is usually added as an annex to the basic plan. Examples which are of particular importance to logistics are traffic circulation and communications. A BDP also may be a major supporting plan.

h. Emergency Plan. This plan deals with disaster relief and other similar events.

i. Mobilization Plan. Describes the action to activate units and installations to meet national requirements.

4-9. Combat Orders

Combat orders pertain to strategic or tactical operations and attendant CSS in the field. They may be issued initially as a plan to become an order at some future time. These orders are classified as:

a. A Directive. This is an oral or written military communication establishing a policy or ordering a specific action.

b. A Letter of Instruction. This is a form of order by which higher commanders give information re-

lating to broad aims, policies, and strategic plans for operations in large geographic areas over long periods of time.

c. An Operations Order OPORD. This is a directive issued by a commander to subordinate commanders for the purpose of effecting the coordinated execution of an operation. The operations officer (G-3) has responsibility for preparing the order. The OPORD almost invariably deals with a specific, scheduled tactical operation in the near future, involving the actual movement of forces. It is limited, both in time and in area covered. The format for the documentation of an OPORD is prescribed in JCS Publication 2, JOPS volume I, and FM 101-5.

d. Fragmentary Order (FRA GORD). This is usually issued on a day-to-day basis eliminating the need for restating information contained in the OPORD. As its name implies, a FRAGORD is a fragment or part of an OPORD. It is an action directive, usually used to convey operating schedules, target lists, and a variety of other elements of an OPORD. Typically, FRAGORDs are used to effect the movement of a group of ships or aircraft in the desired direction before detailed plans for their employment upon arrival have been prepared. The FRAGORD is a purely tactical device. No format is prescribed, but good practice would dictate that its elements be stated in the sequence prescribed for OPORDs.

e. Warning Order. A Warning Order is a preliminary notice of an order or action which is to follow. It is designated to give subordinates time to make necessary plans and preparations. Although it is not an action directive, it is frequently used as a prelude to an Alert Order, OPORD, or FRAGORD and may indicate a need to adjust the defense posture in a specified area. While there is no prescribed format for the documentation of a Warning Order, most commands employ a system of emergency action procedures which contain useful Warning Order formats.

4-10. Standing Orders and Procedures

a. Standing Orders. Frequently a unified or other high-level command will prescribe its overall organization, mission, general scope of routine operations, and other standard procedures and practices for a specified period of time, such as a fiscal or calendar year, in standing orders. Such documents do not describe a specific operation, other than the normal training and security operations, but do provide a basis on which subordinate commanders can conduct current operations. OPLANs and OPORDs for specific operations in commands

using this technique are then written to describe the specific operation, referring to overall ongoing orders for such details as communications, logistics support, and organization.

b. Standing Operating Procedures (SOP). Another technique for providing the ongoing direction required for current operations is the use of SOPs. These are a set of instructions covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness. The procedure is applicable unless otherwise prescribed in a particular case, allowing flexibility in special situations to be retained. SOPs are usually made effective for a specified period of time, and reference is made to them in plans and orders published for specific operations during that time. They may be used to prescribe standard procedures for communications, operations, and other matters, as well as support activities such as logistics and personnel matters.

c. Standing Logistical Instructions (SLI). Several major Army commands (MACOM) have issued standing procedures which define responsibilities and prescribe logistical instructions, policies, and procedures to be followed in planning and executing contingency plans.

4-11. Annexes to OPLANs and OPORDs

a. General. Annexes to OPLANs and OPORDs contain those amplifying instructions which, due to their volume or technical content, are undesirable for inclusion in the main body of the document.

b. Types of Annexes. Much of the usefulness of an OPLAN or OPORD depends on the care and imagination used in the preparation of its annexes. There will always be material which, logically, could be included either in the body of the plan or in the annexes. Both judgment and experience must be used to determine what materiel should be included in the body of the plan in order to make it a coherent whole, without going so far that it is overly cluttered with detail.

c. Format. JOPS volumes I and II contain administrative instructions, sample formats, and guidance relative to content for each of the required annexes. In the event a special-purpose annex is needed for which there is no prescribed format, the local practice of the command involved should be followed.

d. Separately Issued Annexes or Plans.

(1) When required for security reasons, or when necessary to facilitate distribution, separately issued annexes or accompanying plans may be employed.

(2) When annexes or accompanying plans are separately issued, care must be taken that they are clearly marked in accordance with JOPS, volume I, formats to avoid confusion with other supporting plans, annexes, or orders.

(3) In some cases where separately issued annexes or plans are employed, it may be desirable to include a summary of the OPLAN or OPORD at the beginning of the document for completeness and clarity.

Section II. NATIONAL MILITARY PLANNING

4-12. National Level Planning System

a. National Security Council (NSC) System. National military decisions are the responsibility of the President. The NSC is the principal forum for Presidential consideration of foreign policy issues and national security matters. The NSC system is designed to make certain that clear policy choices reach the top. The decision (i.e., the determination of the best course of action) is clearly that of the President. Presidential decisions are promulgated in the form of National Security Decision Memoranda (NSDM). The President of the United States as the President of the NSC is ultimately responsible for decisions concerning national security. The manner in which the President uses the NSC is at his discretion. The relative weight given views of the various members of the council will naturally be determined by the President, and should be influenced by the nature of the consideration in

question. The main purpose, however, is to insure that the views and possible bias of one department do not dominate policy choices presented to the President for decision.

b. The Joint Strategic Planning System (JSPS). The Joint Chiefs of Staff are charged by the National Security Act of 1947 with preparing strategic plans and providing for the strategic direction of the Armed Forces. The JSPS, as prescribed by JCS Memorandum of Policy 84 (MOP 84), provides the framework for strategic and force planning. Joint strategic planning begins the process which creates the forces whose capabilities form the basis for theater operation plans. The JSPS constitutes a continuing process, in which each document or program is an outgrowth of preceding cycles and of documents formulated earlier, and in which development proceeds concurrently. A discussion of the JSPS documents follows:

(1) *Intelligence Priorities for Strategic Planning (IPSP)*. The IPSP provides a comprehensive statement of substantive military intelligence priorities to support the tasking of DOD intelligence production, collection, and support activities in the short-range and mid-range periods.

(2) *The Joint Intelligence Estimate for Planning (JIEP)*. The JIEP contains detailed estimative intelligence for the short-range and mid-range periods. It concentrates on possible worldwide situations and developments that could affect US security interests in the short-range and mid-range periods. A JIEP Supplement contains significant changes in intelligence occurring between annual publications of the JIEP, military capabilities and vulnerabilities of Armed Forces of selected countries, and force tables for selected countries. The JIEP provides the principal intelligence basis for the development of the Joint Strategic Planning Document (JSPD), the Joint Program Assessment Memorandum (JPAM), and the Joint Strategic Capabilities Plan (JSCP).

(3) *The Joint Long-Range Strategic Appraisal (JLRSA)*. This document serves as the basis for transition from mid-range to long-range strategic planning. It focuses on strategic studies and analysis and influences the mid range JSPD. The document also provides a framework for development of a baseline to assess military policies, plans, and programs having mid-range and long-range implications. The JLRSA postulates four possible future world environments and presents trends and developments for selected regions. Significant military threats to the interests of the United States are stipulated, and strategy to meet those threats is presented. The JLRSA is reviewed biennially and revised every four years.

(4) *The Joint Strategic Planning Document (JSPD)*. The JSPD provides the advice of the Joint Chiefs of Staff to the President and the Secretary of Defense and to the National Security Council on the military strategy and force structure required to support national security objectives. It establishes the position of the Joint Chiefs of Staff on matters of strategic importance, and it influences the development of the Defense Guidance (DG). The JSPD includes a summary of force levels that would be required to execute the national military strategy with a reasonable assurance of success. JCS also provide their views on the attainability of these forces.

(5) *The Joint Strategic Capabilities Plan (JSCP)*.

(a) The JSCP issues guidance to the commanders of unified and specified commands and the chiefs of the services for accomplishment of

military tasks in the short range period. This tasking is based on the capabilities of available forces, intelligence reports, and guidance issued by the Secretary of Defense. It directs the development of plans to support national security objectives by assigning tasks to the commanders of unified and specified commands.

(b) The JSCP is prepared in two volumes: volume I, Concept, Tasks, and Planning Guidance; and volume II, Forces.

1 Volume I of the JSCP provides strategic military concepts for each of the major regions corresponding to the unified command areas. It also includes assignments of tasks to the commanders of unified and specified commands and planning guidance to the services for the support of the unified and specified commands in the execution of assigned tasks.

2 Volume II identifies the major combat forces available to the commanders of unified and specified commands for the development of OPLANs, and cites the applicable service documents to aid in determining, for planning purposes, the availability of forces not specifically shown in volume II.

3 There are 14 annexes to the JSCP that contain additional planning guidance, indicate capabilities, and amplify Volume I taskings. Annex B (Logistics) is of particular importance to the logistics planner. It contains logistics planning guidance to the unified and specified commands, the services, Defense Logistics Agencies; a statement of the services support capabilities; logistics factor file; and apportioned CINC identified critical items.

(c) The JSCP is published annually and revised between cycles as necessary.

(6) *Joint Program Assessment Memorandum (JPAM)*. The JPAM provides the views of the Joint Chiefs of Staff on the adequacy and capabilities of the total forces contained in the Service Program Objective Memorandums (POM). It is not intended to be a critique of the individual military department POMs. Rather, it is an assessment of the capabilities generated by the composite POMs, to execute the national military strategy and an estimate of the risks inherent in those force capabilities. Commanders of unified and specified commands are invited to comment on the composite POMs as they relate to current strategy.

(7) *The Joint Security Assistance Memorandum (JSAM)*. The JSAM provides military views on the Security Assistance Program. It is based on an analysis of US military interests, security assist-

ance objectives, and desired force levels for allied and friendly nations.

c. DOD Planning, Programing, and Budgeting System (PPBS).

(1) The Secretary of Defense is the principal assistant to the President in all matters relating to the DOD. Translating national security policy into plans, programs, organizational assignments, and implementing guidance, the Secretary of Defense ascertains and considers the views of appropriate officials of the Office of the Secretary of Defense (OSD), the military departments, the JCS, and other DOD agencies.

(2) Decisions pertaining to planning, programing, and budgeting are made by the Secretary of Defense under the authority granted in the Defense Reorganization Act of 1958. This legislation gave the Secretary of Defense, under the policy guidance and direction of the President, two distinct lines of authority. A direct line of command, commonly referred to as the joint or unified chain, was established through the JCS to the commanders of the unified and specified commands. Through this command line of authority, the Secretary of Defense issues decisions regarding threat appraisal, strategy, and force structure. A second line of authority, known as the departmental line, extends from the Secretary of Defense through the secretaries of the military departments. Through this chain the Secretary of Defense issues decisions regarding programing of resources to support the force structure and budgeting of funds to support programs.

(3) Basically, the PPBS can be summarized as follows:

(a) Strategy is developed in consideration of the threat.

(b) Force requirements are developed to support the strategy.

(c) Programs are developed to provide an orderly basis for the achievement of force objectives, weapons systems objectives, and their logistics support.

(d) Budgets are formulated to support requirements within the resources that the nation provides.

(e) The PPBS results in the President's budget which goes to Congress and is reflected in the DOD Five-Year Defense Program (FYDP).

d. Joint Operation Planning System (JOPS).

(1) The JOPS was established by the JCS and directed for use in joint planning. JOPS formalizes and standardizes administrative procedures, data exchange and storage, and plan format. It provides

the framework for all joint planning in which the deployment of forces is the prime concern. It is oriented toward the solution of complex strategic mobility problems associated with force deployment and support. JOPS also provides for increased use of automation and computer application in all phases of joint planning.

(2) JOPS is the planning system which establishes uniform policies and procedures to be used in the planning and support of joint military operations. Its objectives are to:

(a) Minimize the number of OPLANs which must be prepared in complete detail.

(b) Facilitate the preparation, use, and understanding of OPLANs which must be prepared in complete detail.

(c) Facilitate the preparation, use, and understanding of OPLANs by standardizing formats and minimum content.

(d) Incorporate all practicable automatic data processing (ADP) techniques in support of operation planning.

(e) Provide for effective review of OPLANs, continuity of OPLANs, emergency evacuation plans, and disaster relief plans submitted to fulfill planning tasks assigned or approved by the JCS.

(f) Establish procedures for the reporting and processing of resource shortfalls and limiting factors identified during the planning process.

(3) JOPS derived from the need for a planning system which is universally understood and which facilitates data exchange; rapid reaction; judicious employment of limited resources; early identification and processing of shortfalls; and valid testing, review, and supervision of military OPLANs. Unified and specified commanders employ the guidance and procedures prescribed in JOPS in their preparation of new plans and in major revision of existing plans. Accordingly, the principles of JOPS have been incorporated into staff and command instructions of the unified and specified commands and, in certain instances, the staff and command instructions of the services and service component commanders. Though specific staff division responsibility for the development of elements of a plan may differ among the various staffs, the procedures inherent in JOPS are employed in all joint planning. JOPS is discussed in more detail in chapter 5.

(4) JOPS is published in four volumes:

(a) JOPS Volume I, *Deliberate Planning Procedures*, is unclassified. It gives guidance and administrative procedures for the development, co-

ordination, dissemination, review, and approval of joint operation plans. In addition, Volume I prescribes standard formats and minimum content of operation plans, annexes, and appendices.

(b) JOPS Volume II, *Supplementary Planning Guidance*, is classified. It is functionally oriented and lists certain directions, procedures, and planning guidance which are keyed to certain plan annexes.

(c) JOPS Volume III, *ADP Support*, is unclassified. It describes the Worldwide Military

Command and Control System (WWMCCS) standard automated planning system and contains a description of the standard reference files and JOPS ADP application programs that assist the planner.

(d) JOPS Volume IV, *Crisis Action System—(CAS)*, is unclassified. It sets forth guidance and procedures for joint planning during emergency or time-sensitive situations. The procedures allow the JCS to make timely recommendations to the National Command Authorities (NCA) for decisions involving the use of US military forces.

Section III. GUIDANCE DOCUMENTS AND THE JOINT REPORTING STRUCTURE

4-13. Introduction

a. The military planner requires access to enormous amounts of information in developing plans for military operations. Probably one of the planner's most valuable assets is a library of relevant guidance and doctrinal publications. JOPS, volume II, contains a table of references which identifies many documents, both classified and unclassified, that are employed by military planners.

b. It is not the purpose of this manual to discuss all of the documents required by a planner. However, certain documents have been selected for brief discussion because of their wide application to planning for military operations at the unified/specified command, military service and higher command levels. Military planners should have an understanding of the selected joint documents and applicable service-unique documents.

4-14. Guidance Documents

a. *JCS Publication 1—Dictionary of Military and Associated Terms*. The DOD Dictionary contains a listing of commonly used military terms along with agreed definitions. The standardization of military terminology has become increasingly significant as a major step toward effective communication and common understanding within the DOD, between the United States and its allies, and within the civilian-military community. Better communications and understanding are achieved by the consistent use of an agreed definition for a given term and by avoiding the use of different terms with the same meaning.

b. *JCS Publication 2—Unified Action Armed Forces (UNAAF)*. A thorough understanding of UNAAF is a basic requirement for all staff officers. It sets forth the principles, doctrines, and functions governing the activities and performance of the Armed Forces of the United States when two or more services are acting together. It pro-

vides military guidance governing both exercise of command by unified, specified, JTF, and other joint force commanders and doctrine for unified operations and training. It also provides military guidance for use by the military departments and the Armed Forces as needed in the preparation of their respective plans,

c. *JCS Publication 3—Joint Logistics Policy and Guidance*. JCS Publication 3 is a compilation of logistics guidance extracted from DOD directives, joint service regulations, and JCS papers. It describes the logistic responsibilities of the JCS and the commanders of unified and specified commands and states the policies and principles governing interservice and interdepartmental logistic support. It addresses supply, deployment, civil engineering support, transportation, and it highlights the requirement for the conduct of logistic planning concurrently with operation planning.

d. *JCS Publication 4—Organization and Functions of the JCS*. JCS Publication 4 consists of approved organizational documents and serves as a valuable ready reference and orientation document for staff officers. It contains organization charts for and a description of the functions of the joint staff and of most of the commands and agencies that report through or to the JCS. Though this document may not be cited as an official source document, it will lead the user to official source documents which can be cited.

e. *JCS Publication 15—Mobility System Policies, Procedures and Considerations*. JCS Publication 15 contains an accumulation of policies, procedures, and data for use in mobility system planning. Though it is not directive in nature, it is designed for the use of operational and support commands in the determination of gross movement requirements with acceptable accuracy. JCS Publication 15 provides guidance relative to the responsibilities and relationship of the principal agencies in-

volved in mobility planning and lists source reference documents that can be cited when needed. Additionally, JCS Publication 15 provides airlift, sealift, land transportation, and mobility support facility planning factors that are used in the development of gross requirements.

f. Unified Command Plan (UCP). The UCP is the basic document which establishes the unified and specified commands. It is approved by the President, published by the JCS, and addressed to the commanders of unified and specified commands. The UCP delineates areas of responsibility, assigns primary tasks, defines authority of the commanders, establishes command relationships, and provides guidance on the exercise of operational command.

g. Documents which describe the Army-unique planning systems are:

(1) FM 101-5, Staff Organization and Procedures and FM 101-10-1, Staff Officers' Field Manual, Organizational, Technical and Logistics Data (Unclassified).

(2) The principal Army planning document with specific application in the development of OPLANs that supports the JSCP is the AMOPS.

(3) Army component commanders employ the direction and guidance provided in both the unified chain of command and the service chain of command in developing their supporting plans.

4-15. Joint Reporting Structure (JRS)

a. The JRS, established by a decision of the JCS and directed for use throughout the military community, is designed to:

(1) Provide, to the maximum extent possible, the military information required for the NCA to perform their functions.

(2) Provide a centrally coordinated catalog of recurring joint and individual service and DOD agency reporting requirements necessary to support command decisions in planning, execution, and postoperational analysis of military operations.

(3) Preclude the generation of duplicative recurring reporting requirements.

(4) Advance the standardization of the joint, service, and DOD agency reporting systems within the JRS.

b. The JRS makes provisions for reports and reporting systems that have wide application in command and control, support planning, operation planning, and plan execution and analysis. It portrays essential data relative to: personnel, materiel, and equipment status; operational and logistics planning; and the overall military situation. It establishes:

(1) Procedures for the preparation of reports.

(2) The framework for reporting systems through which data are transferred between participating commands, as appropriate.

(3) The Standards for Automatic Data Processing (ADP) within the structure.

c. While a specific element, report, or reporting system within the JRS may be more closely associated with one functional area within a given staff organization than another, a basic familiarity with the JRS in its entirety is a requirement for all staff officers. JCS Publication 6 indicates the specific elements, reports, and reporting systems within the JRS.

d. The JRS is published in six volumes:

(1) Volume I contains general instructions and defines reporting responsibilities.

(2) Volume II contains a description of joint reports and reporting systems, provides administrative instructions and formats for data documentation, and defines the data elements. It is divided into 14 parts:

(a) Part 1: Standard Operating Procedures for the Coordination of Atomic Operations (CAO SOP).

(b) Part 2: Unit Status (UNITREP).

(c) Part 3: (Deleted).

(d) Part 4: Nuclear Weapon Reports (NUREP).

(e) Part 5: (Deleted).

(f) Part 6: Reconnaissance.

(g) Part 7: Communications Status.

(h) Part 8: Communications Electronics.

(i) Part 9: Military Installation Status.

(j) Part 10: Intelligence.

(k) Part 11: Joint Operation Planning System.

(l) Part 12: Personnel.

(m) Part 13: Logistics.

(n) Part 14: General Use/Miscellaneous.

(3) Volumes III, IV, V, and VI catalog the unique service reports and reporting systems of the Army, Navy, Air Force, and Marines, in that order. Each report is described in terms of subject and purpose, originating agency, receiving agency, frequency, method of transmission, and specific data elements.

e. All elements of the JRS have specific application in situation monitoring, joint planning, and

joint operations. Some of the reports and reporting systems included in JCS Publication 6, volume II, have been selected to illustrate the depth and coverage of these reports and reporting systems.

(1) *Defense Intelligence Notice (DIN)*. The purpose of the DIN is to provide the JCS, the unified and specified commands, the services, and selected agencies with timely intelligence regarding events that could have a significant effect on future planning and operations. This narrative report is submitted by the Defense Intelligence Agency (DIA) and normally addresses a single development, situation, event, or activity. The primary objective is to report an event, to explain why the event occurred, and to make an assessment as to what impact the event could have on the United States.

(2) *Special Defense Intelligence Notice (SDIN)*. The purpose of the SDIN is to provide the JCS, the unified and specified commands, the services, and selected agencies with timely intelligence regarding events that could have an immediate and significant effect on current planning and operations. This narrative report is submitted by DIA whenever a critical development appears imminent or is of unusually high interest to US decisionmakers. The primary objective of the SDIN is to report a critical event expeditiously, explain why the event occurred, and make an assessment as to what impact the event could have on the United States.

(3) *Spot Intelligence Report (SPIREP)*. The purpose of the SPIREP is to provide the JCS, the National Military Intelligence Center, the unified and specified commands, the services, and selected agencies with timely intelligence regarding events that could have an immediate and significant effect on current planning and operations. Unified and specified commands, services, and military units of divisional level submit this narrative report whenever a critical development appears imminent or is of unusually high interest to US decisionmakers. The SPIREP is due out as soon as possible, but not later than 1 hour after the information is received. Further, the report will not be delayed pending verification or the collection of additional detail. Amplification or clarification should be sent in a follow up SPIREP.

(4) *Commander's Situation Report (SITREP)*.

(a) The SITREP, as described in JCS Publication 6, volume II, is the report in which a commander identifies and provides his evaluation of significant factors which substantially improves or degrades his operational readiness or which may cause higher level policy adjustments. It is used to keep the JCS, the commanders of unified and specified commands, the services, and other appropriate agencies advised of existing situations of readi-

ness to meet the requirements of approved plans, and of the progress of ongoing operations.

(b) The SITREP is a narrative report formatted at the discretion of the submitting commander. A description of the type of data to be included in the report is contained in JCS Publication 6. Teletype is the standard means of transmitting the SITREP. It is implemented worldwide on a continuing basis and it is submitted to the next superior in the chain of command. Unified commanders submit this report daily. Other commanders submit a SITREP when and as directed by competent authority.

(c) The SITREP is directly related to the command and control function of military operations. It contributes to the identification of problem situations and to the evaluation of military capabilities. It overlaps the Commander's Operational Report (OPREP), but provides measures to prevent reporting redundancy by cross-reference techniques. The SITREP is an essential tool in the supervision of planned action in both peace and war.

(5) *Commander's Operational Report*.

(a) The OPREP, as described in JCS Publication 6, volume II, is the reporting system used to keep the JCS, commanders of unified and specified commands, the services, and other appropriate agencies advised of any event or incident which may attract national interest; of operational plans and current operations involving the employment or movement of military units; and of the results of associated air, sea, and ground activities. The system is designed to satisfy all echelons of command with a single reporting system.

(b) The OPREP is usually a narrative report which may be formatted at the discretion of the originator. Report samples and a description of the type of data to be included are contained in JCS Publication 6. Teletype is the standard means of transmittal; however, when the immediacy of the situation demands, the telephone may be employed. The OPREP consists of five reporting categories:

1 *OPREP-1, Operation Planning Report*.

The OPREP-1 is used to describe planned operations for current situations.

2 *OPREP-2, Operation Start Report*. This report is used to advise that an operation has started or can be used to execute a plan or fragment of a plan.

3 *OPREP-3, Event/Incident Report*. This report is issued to immediately notify the National

Military Command Center (NMCC) of any event or incident which may attract national attention.

4 OPREP-4, Operation Stop Report. This report is used to advise of the completion of an operation or a phase of an operation.

5 OPREP-5, Operation Summary Report. This report is used to provide a statistical summary.

(c) Only the OPREP-3 is implemented worldwide on a continuing basis. It is submitted directly to the NMCC by any command level having knowledge of the incident and access to a communications network capable of relay into communications systems serving the NMCC. OPREPs 1, 2, 4, and 5 are submitted by such commands as are designated by the JCS, the commanders of unified and specified commands, or the services, and are implemented when and where operations may justify them.

(d) OPREP is directly related to the command and control function of the military organization. It contributes to the identification of problem situations and is an essential tool in the supervision of the planned action. When the nature of operations does not justify the implementation of OPREPs 1, 2, 4, and 5, plans and operations data normally associated with these reports are submitted in the SITREP.

(6) Unit Status and Identity Report (UNITREP).

(a) The UNITREP is the automated reporting system within DOD through which authoritative basic identity and status information concerning force units and organization is provided to the NCA and the JCS. Within the framework of UNITREP, the unique data requirements of the services, commanders of unified and specified commands, major service commands, and service component commands for organization/unit identity and status information are accumulated, refined, updated, and filed for rapid recall.

(b) UNITREP is an ongoing data resource. It consists of the UNITREP file which contains the identity of worldwide organization resources and selected data elements keyed to the Unit Identification Code (UIC) of each registered unit which describes uniquely their status; and the UNITREP which is used to keep the UNITREP file current. These data support operation planning and command and control functions within the OJCS, the Commander in Chief (CINC), the services, major service commands, service component commands, and DOD agencies. UNITREP is a primary source used to consider force availability. The nature of

status information demands that reports be prepared when status change occurs and forwarded without significant delay. The usefulness of UNITREP data in support of current operation planning and in monitoring current operations is directly affected by the timeliness and degree of accuracy with which the data are maintained.

(c) The requirements of computer processing demand precise formatting and adherence to precise formatting rules. Reporting format, data element definitions, and rules for their employment are contained in JCS Publication 6.

(d) The primary medium for UNITREP submission is by automatic digital network (AUTODIN) with a backup system using the Worldwide Military Command and Control System (WWMCCS).

(e) The UNITREP contains basic identity, general status, personnel strength, combat readiness, equipment and crew status, and other elements that present a picture of the unit and its daily readiness and capabilities.

(f) UNITREP is supported by and interfaces with the specified Geolocation Code File (GEO-FILE), the Unit Type Code File (TUCHA), and the Major Equipment Code File (MEQPT).

(g) Through the WWMCCS Intercomputer Network (WIN), UNITREP provides support to the Joint Operation Planning System and the Joint Deployment System (JDS).

(7) JOPSREP.

(a) JOPSREP, as described in JCS Publication 6, volume II, is a communication system which lists standard element descriptions, criteria for editing, and procedures. It specifies formats and establishes what information needs to be collected to solve planning problems. For certain data that are not readily quantified, JOPSREP provides codes which are more easily assimilated by the computer. JOPSREP is used for reporting the Time-Phased Force and Deployment Data (TPFDD) among commands and agencies involved in joint operation planning.

(b) JOPSREP is structured for ADP and prescribes an integrated reporting system that assists in developing operation planning information to support the joint planning community—OJCS, JDA, the unified and specified commands, the Services, the TOAs, the Defense Fuel Supply Center (DFSC), and the Defense Logistics Agency. JOPSREP replaced the Deployment Reporting System (DEPREP), and did away with the use of computer punchcards as the means of manipulating

ing/transmitting data. The data elements which make up the data base are arranged into eight functional categories. The categories provide logical data relationships as well as a means to discuss organizational responsibilities for data preparation in support of the joint operation planning process.

(c) A brief description of each of the JOPS-REP data element categories is provided here. For complete data element formats and detailed descriptions of data to be entered into the data files, refer to JCS Publication 6, Volume II, Part II.

Force Requirement and Routing Force requirements and routing data provide force description information such as force requirement number (FRN), unit type code (UTC), unit level code (ULC), authorized strength, intermediate location, port of debarkation (POD), destination, load configuration, discharge constraints, POD arrival and destination required delivery dates, and the preferred mode and source of transportation to POD and destination.

Force Unit Identification Force unit identification data identify an actual unit (one having a UIC) or describe a type or notational unit designated to support the force requirement. Data include the unit origin, port of embarkation (POE) ready-to-load date, and transportation mode and source to the POE.

Force Movement Characteristics Force movement characteristics data address both unit personnel and unit cargo. Unit personnel data include the number of personnel requiring nonorganic transportation and the actual unit strength. Unit cargo data include the cargo categories of a force requirement and a detailed description of each type of item included within a cargo category. Cargo movement characteristics include weight, cube, square feet, and dimensions (length, width, and height).

Service Force Definition Supplement Service force definition data provide additional information necessary to define fully the force requirement. Use of these data are optional and will be based upon Service directives.

Nonunit-Related Cargo Characteristics and Routing Nonunit-related cargo data describe a cargo category providing organization, type of movement, and routing data. The cargo movement characteristics include weight, cube, and square feet.

Nonunit-Related Personnel Characteristics and Routing Nonunit-related personnel data describe the number of personnel, providing organization, type of movement, and routing data.

Movement Tables

Movement table data provide information concerning the planned movement to the POE, intermediate location, POD and destination. Data are prepared for each force requirement and each nonunit-related personnel or cargo requirement. Transportation mode and source, tons of cargo, number of personnel, departure and arrival dates, and locations are given to each requirement movement. Movement table data are also used to indicate movement requirements that cannot be met (those which exceed lift resources or port capabilities on the date required).

Remarks

Remarks data are used to provide additional information or comments pertaining to any other TPFDD entry.

4-16. Worldwide Military Command and Control System

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. Formatted data facilitate the dialogue among commanders and enhance rapid reaction and timely military operations in the national interest. The system is readily adaptable for use under conditions involving requirements from increased military readiness through general war. Procedures consist of pre-positioned fragmentary instructions and other techniques which facilitate the transmission of selected command control data and precise military orders. These procedures serve to leave no doubt as to the action to be taken and the parameters within which military operations are to be conducted. The objectives of WWMCCS are to provide a means to:

- a. Supply timely data to properly constituted authorities in order to permit sound and effective decisionmaking.
- b. Facilitate timely response by military forces.
- c. Control the commitment and application of force in support of national objectives.
- d. Manage the use of supporting resources.
- e. Insure the continuity of essential military functions and operations.

Section IV. THE ARMY PLANNING SYSTEM

4-17. Introduction

a. To accomplish its basic mission, the role, philosophy, and doctrine of the Army are used to determine planning requirements. Land, sea, and air components of US military forces are employed under unified command and direction. The US Army is responsible for sustained operations in a land environment. Areas of actual and potential conflict and the range of possible roles of employment are ever changing. US Forces must be able to conduct successful operations in widely varying situations, including operations in which nuclear, biological and chemical weapons are employed. US military strategy provides for forward deployed forces and viable reinforcement of these forces from the United States or other areas of deployment. The projection of Army forces overseas requires strategic airlift and sealift which are not organic to the Army and must be provided by the US Air Force and US Navy.

b. Basic Army doctrine emphasizes mobility, flexibility, and staying power, so that the Army is maintained in a state of combat readiness for "any war, anywhere, anytime, in any manner."

(1) The anytime—anywhere aspect of Army doctrine calls for the ability to move rapidly to the scene of action. Strategic mobility is indispensable to executing these responsibilities. Whether a threatened aggressor is dissuaded or actual aggression is promptly dealt with depends on speed of reaction. This ability to be at the trouble spot when needed—preferably before fighting breaks out—is in part provided by forward deployment to critical areas. By pre-positioning forces and their essential military supplies and equipment in strategic areas worldwide to support Army forces, strategic mobility can be enhanced.

(2) The anywhere—anywhere facet of Army doctrine requires readiness for combat in any terrain or climate, under whatever conditions the geography, the enemy, or the nature of United States and allied objectives may impose. When the United States is faced with aggression or the threat of aggression, it must be able to call upon its military establishment for force which is appropriate to the requirement. The Army is prepared to fight with nonnuclear weapons, or to use nuclear firepower. To fight and win on the Airland Battlefield, the Army must be prepared to employ nuclear and chemical weapons decisively. Survival of personnel and equipment and recovery from injury or damage are essential to continued operations in a nuclear chemical environment. The possibility that land combat operations may be

conducted in any terrain or climate is reflected in the Army's organization. US Army forces engaged in combat with the enemy must be sustained. The Army in the field is, therefore, composed of units which perform combat, combat support, and CSS functions. The combat forces are composed of infantry, armor, field artillery, and air defense artillery units. Combat support forces are composed of engineer, signal, military police, and military intelligence units. Combat service support is provided by adjutant general corps, finance, quartermaster, medical, chaplain, judge advocate general, ordnance, chemical, and transportation individual elements or units. There are seven different types of divisions: armored, airborne, infantry, light infantry, air assault, high technology motorized and mechanized. The corps is the largest unit that has combat support and combat service support units.

(a) No major combat unit is limited by organization, training, or equipment to operations in a specific area or under special conditions. The division, the basic combat unit, is an integrated team of the combined arms and services, self-contained and capable of independent operations, nuclear or nonnuclear. It is tailored to meet the requirements of specific missions and areas of conflict by appropriate assignment of combat maneuver battalions. Any major combat unit, from the corps down to the brigade and separate battalion, can be reinforced with artillery, armor, or infantry.

(b) The Army concept of organization for combat is to tailor divisions and corps to battlefield requirements. Nonvisional units are assigned to corps and are available for attachment of the division or for support of the division. For the Army planner, this poses certain problems. Since units are nonstandard, the use of notional units in planning must be undertaken with caution. The size, composition, points of origin, and other characteristics of the real or actual units may vary widely from characteristics of notional units. In determining the proportion of combat, combat support, and CSS components in a force under varying conditions, the Army concept in every case is to provide the maximum combat force, with only the essential sustaining component. Modern war, with its complex equipment and tremendous consumption of materiel, has resulted in a high-sustaining proportion in all modern armies. The problem of balance is of continuing concern to the Army planner.

(3) If the Army is to support national objectives, it must be capable of prolonged operations,

in conjunction with other services, regardless of the circumstances and conditions surrounding the employment. The ability to conduct sustained land combat to include a nuclear chemical environment, is a major element of Army doctrine. To achieve staying power, combat and combat support forces must be sustained for the duration of the operation. Supplies, construction, repair, maintenance, and other support items are required to continue operations. The support components of a balanced force operate from the shoreline forward. Some units are in the combat zone (CZ) itself, while others operate to the rear of the CZ, in the communications zone (COMMZ). The latter may operate over large territorial areas with long supply lines from the water and air ports of entry to the CZ, posing significant supply and transport problems for the planners.

c. Army planning by its nature is complex and detailed and must provide for various possible situations and contingencies. CSS planning, especially that pertaining to supply, maintenance, and transportation, requires specific attention to details, especially determination of what is required to support a particular operation. CSS planning and the providing of CSS will be increasingly complicated in a nuclear chemical environment.

4-18. The Army Planning System

a. The DA planning system, including the documents produced by the system, is designed to provide an Army analysis of the worldwide threat; plan the effective utilization of forces and resources currently available and task the appropriate Army commanders with the execution of the plan; develop the Army objective force and resource requirements to support the forces; and structure the approved Army forces and resources to execute the approved strategy and to achieve the military objectives.

b. Strategic planning in the Army is done in conjunction with the JSPS (see paragraph 4-12). Through the JSPS the Army provides its input to the joint documents representing JCS advice to the Secretary of Defense and the President. The Army receives its force planning guidance via this same system—and participates in development of that guidance through providing Army input. The Army maintains a family of three basic planning documents.

(1) *Army Strategic Appraisal (ASA)*. The ASA is a basic strategy document utilized in Army Staff planning. It presents the critical strategic issues and suggests Army initiatives for addressing those issues. The ASA serves as a basis for the development of the Army's input to OSD/JCS formal

planning documents. It addresses the midrange period (5-10 years) and provides a source of Army views on military policies and strategy based on Presidential, NSC, and OSD pronouncements. The ASA is organized on a worldwide and regional basis, and contains identification of national security interests and objectives and major national security policies; an analysis of the threat to United States interests and objectives and identification of gaps in required intelligence; and regionally oriented appraisals, strategic concepts, and military objectives to achieve the national security objective.

(2) *The Army Plan (TAP)*. The Army Plan is based on the ASA, applicable portions of the previous year's DG, and the JSPD. It provides guidance and priorities to Army planners and programmers for development of Army forces and support programs based on SA/Chief of Staff Army (CSA) objectives. These objectives are constrained by projected fiscal and manpower resource availability. The guidance is presented in terms of force structure.

(3) *Army Mobilization and Operations Planning System (AMOPS)*. The AMOPS provides guidance to Army Staff agencies, Army commands, and Army components of unified commands for the employment and/or support of Army forces in the short-range period. It reflects specific tasks and capabilities attainable within existing programs and budget limitations. The AMOPS uses the planning assumptions of, and provides for the Army implementation of the JSCP which, in turn, provides JCS guidance to the commanders of unified and specified commands and the service chiefs for the short-range period. The AMOPS documents the Active Army forces available to execute OPLANs; presents the mobilization schedule and forces together with planned availability for development of these forces; presents joint strategic concepts; assigns tasks to commanders of MACOMs; provides personnel, intelligence, and logistics guidance; provides guidance for special operations, with and without mobilization; and provides guidance required to plan for mobilization of units and individuals to meet established force requirements in event of the need to expand the Active Army. The AMOPS outlines the Army's concept and role in security assistance and is reviewed annually and republished biennially. DCSOPS has Army Staff responsibility for preparation of the AMOPS.

c. The Army Planning System described above is the first phase of the Army Planning, Programing, Budgeting and Execution System (PPBES). It is

that component system of the Army resource management function performed at HQDA which addresses the development of national military strategy, policy, force objectives, force capabilities, and resource requirements in the execution of Army roles and missions. It does not specifically address military operations planning as performed by the Army component commander or a unified/specified command, but assists in providing a basis for planning to develop forces and necessary resources required to accomplish national security objectives. Most contingency planning responsibilities, other than providing policy guidance, establishment of requirements and priorities for utilizing Army forces and materiel and determining strategic mobility requirements, strategic mobility planning, and formulating base development policies, have been delegated to MACOMs and Army component commanders of unified commands.

d. As exceptions, The Surgeon General (TSG) is responsible for health service support planning and the Chief of Engineers accomplishes base development planning for Army component commands. The Commander, US Army Materiel Command (AMC), has been designated DA's single point of contact and coordinating authority for providing resupply support (less medical) and is charged with logistics and planning support of US Army Forces Command (FORSCOM) forces, Army elements of unified and specified commands, and other designated United States and foreign forces for contingency or wartime operation. The Commander, FORSCOM, as CINC, US Army Forces Readiness Command (CINCARRED) and CINC, US Army Forces Atlantic (CINCARLANT), when activated by the Chief of Staff, Army, is the DA's coordinating authority in support of deployment plans and operations and is the single point of contact for USCINCREC and Commander in Chief Atlantic (CINCLANT) for the planning of provisioning of administrative and logistics support of US Army forces under the operational command of the respective unified command. The Commander, US Army Western Command (WESTCOM) is responsible for the preparation of plans in accordance with the current Commander in Chief, Pacific (CINCPAC) guidance manual, preparing Primary US Army supporting plans (not the responsibility of other MACOMs) required to support HQ, Pacific Command (PACOM) plans; and review Of plans as assigned or requested by CINCPAC. Army component functions for US Southern Command (USSOUTHCOM) are carried out by the 193d Infantry Brigade. Army component functions for the US European Command (USEUCOM) are carried out by the US Army, Europe (USAREUR).

e. Policies and guidance for planning of the unified/specified command and Army component command levels are stated in JSC Publication 3 and the JOPS. The Army-in-the-field policies, guidance, and data are published in FMs 100-10, 101-5, 101-10-1, 101-10-2, certain FMs and TMs covering functional areas, and supply bulletins. However, policies and guidance for planning at MACOM and installation level must be gleaned from numerous sources. MACOMs and TSG publish logistics policies and guidance for use within their own activities.

f. The Commander, FORSCOM/CINCARLANT/WESTCOM conducts planning in support of US CINCREC/CINCLANT/CINCPAC. He may designate planning agents to develop plans or to execute specific tasks for deployment, employment, and/or support of Army forces. His responsibilities include:

- (1) Maintaining Reserve or combat-ready Army forces.
- (2) Designating units to fill force capabilities requirements.
- (3) Developing force packages to support contingency plans.
- (4) In accordance with DA guidance, prescribing unit priorities and authorized levels of organization.
- (5) In accordance with DA and USCINCREC guidance, prescribing readiness standards of US Army Forces, Readiness Command (USARRED) units.
- (6) Announcing deployability criteria for USARRED units.
- (7) FORSCOM Headquarters concentrates on deployment aspects of a plan. Planning for tactical employment is accomplished by the tactical employment agent. The Commander, FORSCOM/CINCUSARRED/CINCARLANT conducts planning essential to the deployment of forces and the continuing support, if required, of these deployed forces. The Commander, FORSCOM/USCINCARRED may perform planning support of unified commands other than USREDCOM and LANTCOM. Coordination of deployment planning with the other unified commands also is accomplished by Commander, FORSCOM/CINCUSARRED. Planning agents may be tasked to perform employment planning for operations in an objective area.

Section V. CONTINUITY OF OPERATIONS PLANNING

4-19. General

a. Certain organizations, agencies, and activities of the US Government, because of their vital roles in Government operations and interest in national security, must maintain an uninterrupted capability to perform primary missions. The heads of Government organizations and commanders of military forces down to the lowest echelons are responsible for insuring that adequate measures are taken to prevent or minimize interference with their operations. These measures include the formulation and dissemination to subordinates of detailed rules, procedures, plans, and methods of operation. The measures are based on those of higher authority and are coordinated with those of parallel echelons.

b. Within DOD, war emergency planning is accomplished to provide guidance, task assignments, and courses of action to be followed by DOD components under limited and general emergency conditions to survive and recover from a Continental United States (CONUS) disaster due to enemy action and continue to respond to requirements by accomplishing essential missions.

4-20. DOD Policies

a. It is DOD policy that commanders plan for continuity of operations. This responsibility includes readiness testing of the plan.

b. Continuity of operations planning (COOP) responsibilities include:

(1) Planning for and establishing the best organization or command structure to continue operations.

(2) Determination of functions essential to the operation.

(3) Programing and funding readiness testing.

(4) Publishing the doctrine for continuing operations within the command.

c. COOP is conducted as one phase of mobilization planning. In this respect, it is necessary to correlate all aspects of mobilization planning with COOP. Of particular importance is the impact of the sudden activation of COOP on the ability of DOD components to meet manpower and materiel requirements after mobilization is ordered.

d. Planning by unified/specified commands and their subordinate elements is based on missions and forces assigned. The establishment of alternate command posts is the principal measure used by these commands.

e. The subsystems of the WWMCCS through which operational direction and technical/administrative support is provided a given command must provide continuity of command/operations to the level of conflict the forces can deter or counter effectively.

4-21. Planning Basis

a. COOP is based on several attack conditions and periods before and after the attack. There is no assurance of warning of an attack or that a warning would be acted on. It is quite likely that before any attack there will have been a period of extremely tense situations and dangerous actions. All commands/activities performing vital functions to the continuity of DOD and Federal Government operations must plan in preparation for any contingency that might occur. Because one condition assumes no warning prior to a surprise attack and another assumes adequate prior warning, plans must be developed for both.

b. Regardless of the condition under which an attack occurs, emphasis during the attack is placed on continuing essential military operations and logistical support functions. Damage control procedures should be initiated as well as efforts for the maintenance and restoration of law and order. Efforts will be directed to the support of civil defense and the assessment of damage and residual resources.

c. COOP must also address the postattack period. These must include the immediate phase, which is concerned with survival activities, military operations, mobilization of military and civilian manpower and resources, restoration of essential communications, transport, and limited procurement and production of essential items. Following this, planning must be directed to rehabilitation, restoration, and restructuring of remaining resources.