

CAMPAIGN PLANNING HANDBOOK



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United States Army War College
Department of Military Strategy, Planning, and Operations
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Throughout this publication, Joint Doctrine is printed in Courier New/ **Purple** text. Emerging concepts, draft guidance (e.g. the draft JSCP) and USAWC best practices are in Arial/black text.

On charts, USAWC “best practice” additives are in **blue / italics**. Reconciling between formats (e.g. a JP 5-0 chart is missing something found in JP 5-0 text) is done in **Green/Underline**.

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Introduction

The purpose of this document is to assist United States Army War College students during the Theater Strategy and Campaigning (TSC) course. It also serves to assist commanders, planners, and other staff officers in combatant commands (CCMD), joint task forces (JTF), and service component commands. It supplements joint doctrine and contains elements of emerging doctrine as practiced globally by joint force commanders (JFCs). It portrays a way to apply doctrine and emerging doctrine at the higher levels of joint command, with a primary emphasis at the combatant command level.

Throughout history theater commanders have developed strategy and planned campaigns to synchronize efforts and sequence several related operations to achieve national security objectives. Gen. George Washington planned the Campaign of 1781 to coordinate the actions of a French fleet, a French expeditionary army, and his "main army" to destroy the British forces at Yorktown. Lt. Gen. Ulysses S. Grant planned simultaneous offensives by his subordinate commands against the Confederacy for the 1864 Campaign. During World War II, campaign planning became essential to coordinate the actions of joint and combined forces in all Allied theaters. As a mature example of campaign planning in the Pacific Theater of War, General of the Army Douglas MacArthur issued his Strategic Plan for Operations in the Japanese Archipelago, DOWNFALL, in May 1945. In this 25-page document, MacArthur explained how the plan "...visualizes attainment of the assigned objectives by two (2) successive operations (OLYMPIC and CORONET)." The cover letter described this plan as a "general guide covering the larger phases of allocation of means and of coordination, both operational and logistic. It is not designed to restrict executing agencies in detailed development of their final plans of operation."

Campaign planning received new emphasis with the development of the Army's Air-Land Battle doctrine and showed its worth during Operation DESERT STORM in 1991, when Gen. Norman Schwarzkopf used a campaign plan to guide the synchronized employment of his forces in Iraq. In the wake of Operations ENDURING FREEDOM and IRAQI FREEDOM, theater strategy development and campaign planning have become higher priorities within the Department of Defense, and several other executive departments are also increasing the effort. Theater and subordinate joint commanders develop a comprehensive set of nested strategies and plans, beginning with a theater or global strategy, followed by a theater or functional campaign plan, and supported by theater security cooperation, contingency, and posture plans. All of these are nested within the context of a dynamic environment, ongoing operations, & national guidance.

While joint and Service doctrine remain authoritative sources for planning, this handbook is written to provide ideas and insights for those charged with developing theater strategies and theater campaign plans, whether as a coordinating authority or as a collaborator. **This handbook focuses at the combatant command and subordinate joint force command levels.** In some cases, where there is an apparent dichotomy between joint and Service doctrine, the handbook reconciles the differences where possible and focuses on "best practices" for theater commanders

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CHAPTER 1: National Strategic Direction and Guidance

1. Strategic Direction. Strategic direction is covered in CH II of JP 5-0. This chapter will summarize some elements of JP 5-0, make corrections (changes that have occurred since JP 5-0 was published), and attempt to explain some complicated structures.

Strategic Direction. The President, [Secretary of Defense (SecDef)], and [Chairman of the Joint Chiefs of Staff (CJCS)] use strategic direction to communicate their broad goals and issue-specific guidance to DOD. It provides the common thread that integrates and synchronizes the planning activities and operations of the JS, CCMDs, Services, joint forces, combat support agencies (CSAs), and other DOD agencies. It provides purpose and focus to the planning for employment of military force. Strategic direction identifies a desired military objective or end state; national-level planning assumptions; and national-level constraints, limitations, and restrictions. (JP 5-0 pg II-6)

They generally communicate strategic direction to the military through written documents, but it may be communicated by any means available. Strategic direction is contained in key documents, generally referred to as strategic guidance. Strategic direction may change rapidly in response to changing situations, whereas strategic guidance documents are typically updated cyclically and may not reflect the most current strategic direction. (JP 5-0, pg II-1)

The figure below (Figure 1-1) describes the hierarchy of Strategic Guidance Documents. It is similar to Figure II-1 within JP 5-0, but removes some of the documents that are less important to a CCDR and reorders the documents to show a “highest-to-lowest” structure (Y axis) and Conceptual [Goals] to Detailed [Specific plans] flow (X Axis).

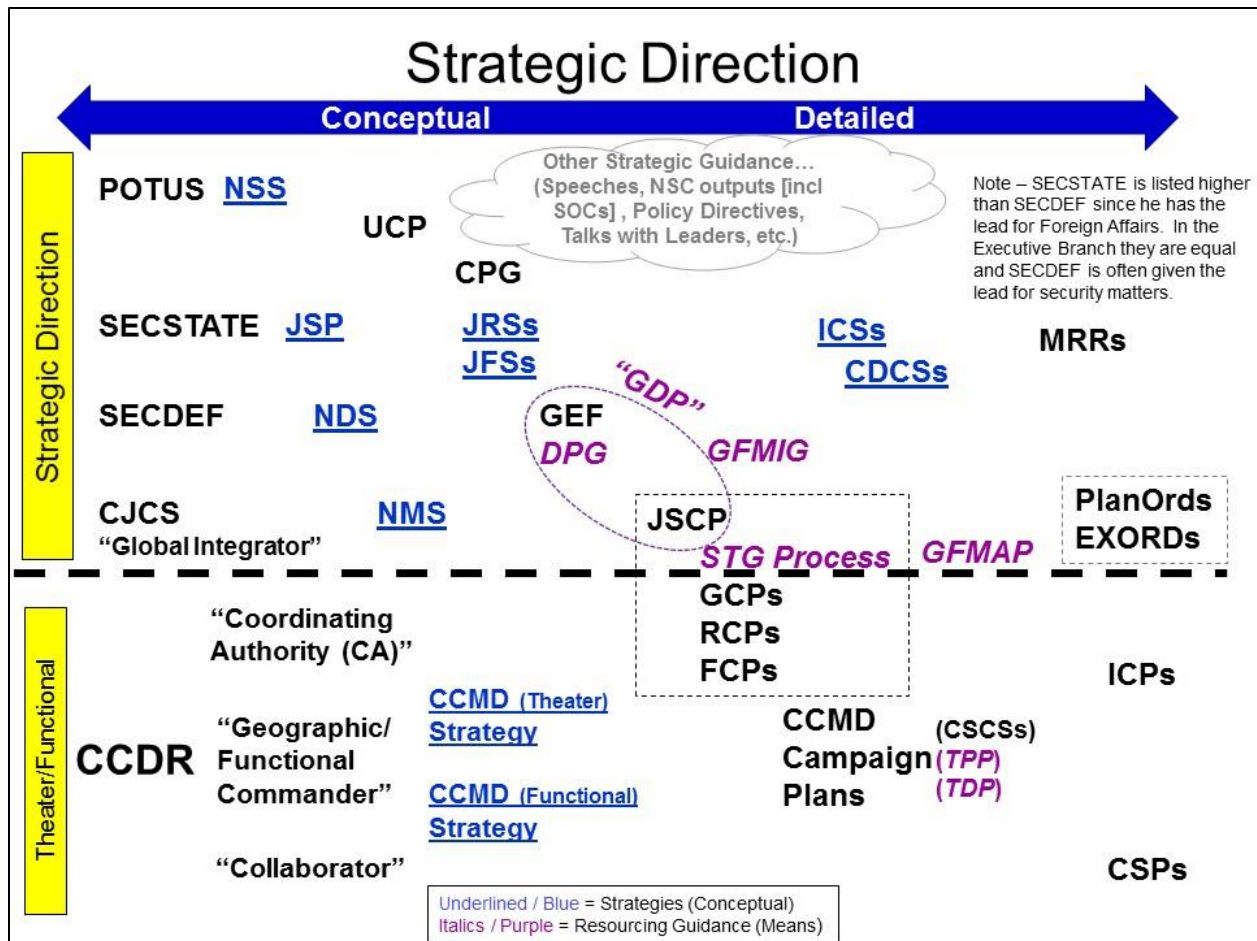


Figure 1-1: Strategic Direction

Note 1 – for information on the “Global Integrator,” “Coordinating Authority,” and “Collaborator” see Chapter 2.

- CCDR – Combatant Commander
- CCMD Theater Strategy – Combatant Commander Theater Strategy (Written by Geographic Cmdrs)
- CCMD Functional Strategy - Combatant Commander Functional Strategy (Written by Functional Cmdrs)
- CCMD Campaign Plan – Combatant Campaign Plan (Classified document)
- CDCS – Country Development Cooperation Strategy [USAID]
- CJCS – Chairman of the Joint Chiefs of Staff
- CPG – Contingency Planning Guidance (Classified document)
- CSCS – Country Specific Security Cooperation Sections (Classified document)
- CSPs – Campaign Support Plans
- DPG – Defense Planning Guidance (Classified document)
- EXORD – Execution Order
- FCP – Functional Campaign Plans (Annexes to the JSCP) (Classified document)
- GCP– Global Campaign Plans (Annexes to the JSCP) (Classified document)
- GDP – Global Defense Posture (Classified)
- GEF – Guidance for Employment of the Force (Classified document)
- GFMAP – Global Force Management Allocation Plan (Classified document)
- GFMIG – Global Force Management Implementation Guide (Classified document)
- ICP – Integrated Contingency Plan (Classified document)
- ICS – Integrated Country Strategy[Dept of State]
- JSCP – Joint Strategic Campaign Plan (Classified document)
- JSP –Joint Strategic Plan [Dept of State and USAID]

JRS - Joint Regional Strategies [Dept of State and USAID]
JFS - Joint Functional Strategies [Dept of State]
NDS – National Defense Strategy
NMS – National Military Strategy (Classified document)
NSS – National Security Strategy
MRRs – Mission Resource Requests [Dept of State]
PDs – Presidential Directives [currently titled NATIONAL SECURITY PRESIDENTIAL MEMORANDUMs]
POTUS – President of the United States
PlanOrd – Planning Order
RCP – Regional Campaign Plans (Annexes to the JSCP) (Classified document)
SECSTATE – Secretary of State
SOCs – Summary of Conclusions [from NSC meetings]
STG Process – “Set the Globe” Process (Classified Documents)
Subordinate Campaign Plans (Classified document)
TDP – Theater Distribution Plan (Classified document)
TPP – Theater Posture Plan (Classified document)
UCP – Unified Campaign Plan

Note that the DSR (Defense Strategic Review) is not present. Mentioned on pg II-4 of JP 5-0, this document was put forward as a replacement for the Quadrennial Defense Review, and then replaced by the “National Defense Strategy” in the 2017 National Defense Authorization Act) before any DSR was ever produced. When you see “DSR” in JP 5-0, think NDS.

The QDDR (Quadrennial Diplomacy and Development Review) is no longer a formal document. The current SECSTATE informed Congress in mid-2017 that he will no longer produce one.

2. New Strategic Guidance/Planning Roles:

a. Global Integrator – The CJCS is tasked by Title 10, Section 153, of US Code with preparing and reviewing strategic campaign and contingency plans. The Chairman is responsible for operationalizing the national strategies and other policy guidance, aligning the actions of the Joint Force, balancing risk, assigning problems, and providing best military advice to the SecDef for adjudicating competing priorities.

b. Coordinating Authority (CA) – In order to integrate CCMD planning and day-to-day campaigning, the CJCS, in the role of Global Integrator, assigns a CA. A CA establishes collaborative forums to develop integrated plans between CCMDs, combat support agencies (CSAs), other government agencies, allies and partner nations. A CA has the authority to require consultation between different components or activities involving the offices of two or more Services, Joint Force components, or forces of the same Service or agency. A CA is generally a CDR with the preponderance of responsibility aligned to a problems set and does not receive additional command authority beyond that already assigned in the UCP or other foundational documents. A CA does not have authority to compel agreement or direct resource allocation between combatant commands or Services.

c. Cross-Functional Teams (not on the chart) – A cross-functional team (CFT) is comprised of members of the Joint Staff who develop guidance for the Global Integrator and support globally integrated planning. CFTs provide periodic problem set updates to

the Global Integrator. CFTs work with coordinating authorities, and collaborators to recommend mission area guidance; develop intermediate military objectives (IMO), tasks, and assessment methods used to guide the planning of problem sets. CFTs support CCMD, CA and the Global Integrator with Best Military Advice (BMA) for crisis action management.

d. Collaborator – A Joint Force organization assigned by the Global integrator to support integrated planning for a problem. The collaborator is responsible for working with the CA to develop, execute, and assess globally integrated plans. A collaborator is also responsible for providing supporting plans to the CA.

3. Strategic Guidance Documents. Listed per Figure 1-1 (left to right, top to bottom)

a. **National Security Strategy (NSS)** - The NSS is required annually by Title 50, USC, Section 3043. It is prepared by the Executive Branch of the USG for Congress and outlines the major national security concerns of the US and how the administration plans to address them using all instruments of national power. The document is often purposely general in content, and its implementation by DOD relies on elaborating direction provided in supporting documents. (JP 5-0 pg II-2)

b. **Unified Campaign Plan (UCP)** - The UCP, signed by the President, establishes CCMD missions and CCDR responsibilities, addresses assignment of forces, delineates geographic AORs for GCCs, and specifies responsibilities for FCCs. The unified command structure identified in the UCP is flexible and changes as required to accommodate evolving US national security needs. Title 10, USC, Section 161, tasks CJCS to conduct a review of the UCP “not less often than every two years” and submit recommended changes to the President through SecDef. This document provides broad guidance that CCDRs and planners can use to derive tasks and missions during the development and modification of CCMD plans. (JP 5-0 pg II-4)

Note: The 2011 UCP (with Change-1 dated 12 September 2011) is the current edition. The 2017 UCP is waiting for final signature(s).

Note: The current UCP designates six Geographic Combatant Commanders and three Functional Combatant Commanders. A decision by POTUS has added a fourth Functional Combatant Commander.

c. **Contingency Planning Guidance (CPG)** – The CPG contains detailed planning guidance from POTUS. It provides guidance on and details specific contingency plans that CCDRs must fully develop. (See CH 2 for a description of the “levels” of plans.)

d. **Presidential Directives (PD)** – Presidents often issue formal guidance on various security topics between NSSs. For example, each administration typically publishes an early directive in their administration on how the National Security Council will be organized to support their decision making style. These directives have been labeled by different names under different administrations: National Security Directives (NSDs) under G.W. Bush; Presidential Policy Directives (PPDs) under Barack Obama; and National Security Presidential Memorandums by President Donald Trump.

e. **Summary of Conclusions (NSC SOCs)** (Classified except on rare occasion) – Following National Security Councils (when POTUS is present) the NSC often produces a SOC which reviews the meeting and publishes any conclusions reached. This document is often used as guidance by CCDRs. Similarly, Principals Committees (PCs) and Deputies Committees (DCs) often publish Read Outs after their meetings. On occasion those Read Outs are considered authoritative and included in the strategic direction that CCDRs use to formulate Strategies and Plans.

f. **Joint Strategic Plan (JSP) [Dept of State and USAID]** - This DOS-USAID Joint Strategic Plan is a blueprint for investing in America's future and achieving the goals the President laid out in the NSS and those in the Quadrennial Diplomacy and Development Review. It lays out strategic goals and objectives for four years and includes key performance goals for each objective. (JP 5-0 pg II-3)

g. **Joint Regional Strategies (JRS) [Dept of State and USAID]** – A joint regional strategy is a three-year regional strategy developed jointly by the regional bureaus of DOS and USAID. It identifies the priorities, goals, and areas of strategic focus within the region. Joint regional strategies provide a forward-looking and flexible framework within which bureaus and missions prioritize desired end states, supporting resources, and response to unanticipated events. (JP 5-0 pg II-3)

h. **Joint Functional Strategies [Dept of State]** - A joint functional strategy is a three-year functional (e.g. countering violent extremism) strategy developed by a functional bureau of DOS (sometimes in conjunction with elements of USAID). It identifies the priorities, goals, and areas of strategic focus within a function or problem set. Joint functional strategies provide a forward-looking and flexible framework within which bureaus and missions prioritize desired end states, supporting resources, and response to unanticipated events within world-wide issues.

i. **Integrated Country Strategy (ICS) [Dept of State]** - A three year strategy developed by a DOS country team for a particular country. It articulates a common set of USG priorities and goals by setting the mission goals and objectives through a coordinated and collaborative planning effort. It provides the

basis for the development of the annual mission resource requests. The chief of mission leads the development process and has final approval authority. (JP 5-0 pg II-3)

j. Country Development Cooperation Strategy (CDCS) [USAID] - The country development cooperation strategy is a five-year country-level strategy that focuses on USAID implemented assistance, including nonemergency humanitarian and transition assistance and related USG non-assistance tools. (JP 5-0 pg II-3)

k. Mission Resourcing Request (MRR) – This document is an Ambassador’s request for Department of State resources. It “operationalizes” all preceding DOS strategies by requesting the money and people needed to turn the Integrated Country Strategy (ICS) into reality.

l. National Defense Strategy (NDS) – Congress has mandated that a NDS be written every four years. Over the years, this document has come as a stand-alone document, and as a chapter in the QDR. The draft 2018 NDS will be a stand-alone document. [It] articulates a defense strategy consistent with the most recent NSS by defining force structure, modernization plans, and a budget plan allowing the military to successfully execute the full range of missions within that strategy for the next 20 years. [It] flows from the NSS, informs the NMS, and provides the foundation for other DOD strategic guidance, specifically on planning, force development, and intelligence. (JP 5-0 pg II-4)

m. Global Defense Posture (GDP) (Classified) - The DPG, GEF and JSCP provide DOD-wide global defense posture (GDP) (forces, footprint, and agreements) guidance, to include DOD’s broad strategic themes for posture changes and overarching posture planning guidance, which inform the JSCP theater and functional posture planning guidance. Global posture establishes the requirement for CCDRs to submit theater posture plans (TPPs) every two years (with annual updates) to support campaign and contingency plans. Posture plans align basing and forces to ensure theater and global. (JP 5-0 pg II-5)

A key element of GDP is the Global Defense Management (GFM) Process, which focuses on the “Forces” share of the GDP triad. Global Defense Management is a process which allows [the] SecDef to strategically manage the employment of the force among the CCDRs. This is accomplished via three related processes: assignment, allocation, and apportionment...These processes allow SecDef to strategically manage US Armed Forces to accomplish priority missions assigned to the CCDRs enabling the DOD to meet the intent of the strategic guidance contained in the [NDS], NMS, UCP, GEF, and

Defense Planning Guidance. The assignment and allocation processes allow SecDef to distribute forces to the CCDRs in a resource-informed manner while assessing the risks to current operations and missions; potential future contingencies; and the health, readiness, and availability of the current and future force. (JP 5-0 E-1)

Within the GFM process:

- SecDef assigns forces to CCDRs to meet UCP missions and responsibilities.
- SecDef allocates forces to CCDRs to meet current operational requirements.
- CJCS apportions forces to CCDRs for planning.

Note 1 – for more on Global Force Management, see JP 5-0, Appendix E (Global Force Management)

Note 2 – “GDP” is not a document, but a series of documents.

Note 3 – the DPG is not mentioned in JP 5-0, but is considered a Posture related document.

n. **Guidance for Employment of the Force (GEF)** (Classified Document) - The GEF, signed by SecDef, and its associated Contingency Planning Guidance, signed by the President, convey the President’s and the SecDef’s guidance for contingency force management, security cooperation, and posture planning. The GEF translates NSS objectives into prioritized and comprehensive planning guidance for the employment of DOD forces. (JP 5-0 pg II-4). It directs the CCDRs to create theater or functional campaign plans to achieve the strategic objectives found in national-level strategic guidance documents. It also directs the CCDRs to create various contingency plans, which serve as branches to their [Combatant Campaign Plans (formerly TCP/FCP)]

2015 Guidance for Employment of the Force

Chapter 1: Introduction.

Chapter 2: Global Priorities and Assumptions.

Chapter 3: Resource Planning Guidance.

Chapter 4: General Campaign Planning Guidance.

Chapter 5: Implementation Guidance.

Chapter 6: Steady-State Planning Guidance (gives each CCMD its prioritized campaign objectives).

Annex A: Contingency Planning Guidance.

Annex B: Nuclear Policy.

Figure 1-2: Contents of the 2015 GEF

Figure 1-2 displays the contents of the 2015 GEF. The following are significant points of the 2015 GEF:

(1) The GEF provided strategic assumptions of the global security environment as well as CCMD AOR-focused threat assessments and assumptions. These help CCDRs to more effectively use limited joint force capability.

(2) Prioritized theater-strategic end states (up to 10-year time horizon) have been replaced by **prioritized campaign objectives** for each Geographic and Functional Combatant Commander. The SecDef's intent was to focus the CCDRs' finite resources more closely on prioritized objectives that can be accomplished in 2-5 years.

(3) The GEF provided strategic steady-state deterrence missions to the CCDRs.

(4) Resource-informed planning guidance puts more emphasis on the near-term readiness and capability of Global Force Management Implementation Guidance (GFMIG)-apportioned forces.

(5) Country-specific Security Cooperation Sections (CSCS) replaced Theater Security Cooperation Plans as one of the sub-components of the [Combatant Campaign Plan (formerly TCP/FCP)] The CCMDs develop CSCSs for each country in their AORs and these CSCSs should directly support both the intermediate military objectives (IMOs) in the [Combatant Campaign Plan (formerly TCP/FCP)] as well as the U.S. ambassadors' Integrated Country Strategies (ICS).

(6) The CCMDs develop theater posture plans.

(7) The 2015 GEF more explicitly links on-going [Combatant Campaign Plan (formerly TCP/FCP)] activities with the shaping requirements of the various contingency plans.

(8) CCMD contingency plans dealing with a single threat will normally be “bundled” so that the SecDef (or his representative) can review them simultaneously or nearly so.

(9) The Contingency Planning Guidance (CPG) is now consolidated and published as Annex A to the GEF.

Overall, the 2015 GEF is a more focused and resource-informed document compared to the previous editions.

The SecDef may issue a **Strategic Guidance Statement (SGS)** to update the GEF; an SGS addresses an unforeseen situation or modifies guidance in the GEF. An SGS, issued only as needed, may be used to direct CCMDs or other Department of Defense (DoD) organizations to develop options or plans for an emerging crisis or to prevent a situation from becoming a crisis.

o. **Defense Planning Guidance (DPG)** (Classified Document) – This document is written largely in synch with the GEF and is focused on Force Development. It provides direction to the services on what capabilities to prioritize, guidance to the CCMDs on which services will ‘own’ which bases within their AOR, and guidance to the planning community on resource prioritization (e.g. budget, personnel, etc.) This document guides the GDP, GFMIIG, GFMAP, TPPs and TDPs.

p. **Global Force Management Implementation Guide (GFMIIG)** (Classified Document) - The GFMIIG provides SecDef’s direction for global force management (GFM) to manage forces from a global perspective. It provides the specific direction for force assignment, apportionment, and allocation processes enabling SecDef to make risk informed decisions regarding the distribution of US Armed Forces among the CCDRs. (2) The GEF; GFMIIG; and CJCSM 3130.06, *Global Force Management Allocation Policies and Procedures*, guide the GFM allocation process in support of CCMD force requirements. GFM processes align force apportionment, assignment, and allocation methodologies in support of the [NDS] and joint force availability requirements. (JP 5-0 pg II-5)

Note – for more on Global Force Management, see JP 5-0, Appendix E (Global Force Management)

q. **National Military Strategy (NMS)** (Classified Document) - The NMS, derived from the NSS and DSR, prioritizes and focuses the efforts of the Armed Forces of the United States while conveying the CJCS’s direction with regard to the OE and the necessary military

actions to protect national security interests. The NMS defines the national military objectives (ends), how to accomplish these objectives (ways), and addresses the military capabilities required to execute the strategy (means). The NMS provides focus for military activities by defining a set of interrelated military objectives and joint operating concepts from which the Service Chiefs and CCDRs identify desired capabilities and against which the CJCS assesses risk. (JP 5-0 pg II-6)

<u>2016 National Military Strategy (NMS)</u>	
I: Strategic Landscape	
– Overview	
– Priority Challenges	
– Friendly Forces	
– Key Assumptions	
II: Strategic Design	
– NMS Design	
– Ends: National Military Objectives (NMOs)	
III: Ways: Strategic Approach	
– Mission Areas and Imperatives	
– Applying the Framework to the Problem Sets	
– Implementing: Framework for Global Integration	
– Supporting Best Military Advice (BMA)	
IV: Means: Resources, Capabilities, Authorities, and Activities	
– General	
– Resources	
– Capabilities	
– Authorities	
– Activities	
– Risk	
V: Conclusion.	

Figure 1-3: NMS Table of Contents

The 2016 NMS (see Figure 1-3 for its contents) attempts to address an evolution in the character of conflict – that threats are increasingly transregional, multi-domain, and multi-functional (TMM). Toward that end, it lays out the five key challenges (Russia, China, North Korea, Iran and Violent Extremist Organizations (VEOs)) that serve as the benchmark for joint force posture, capabilities and capacities.

The NMS is one of integration on a global scale designed to achieve, when necessary, decisive effects through planning, operations and joint force development. To achieve this, the NMS identifies four requirements, or means, applied across five

mission areas, or ways, to achieve six **National Military Objectives (NMOs)** – the ends.

National Military Objectives (NMOs), the ends, are the conditions the Joint Force pursues to address TMM threats in the security environment and support broader security, economic, values-based, and international order objectives of the United States.

- Homeland and US interests abroad secured
- Access to global commons secured
- Alliances and partnerships enhanced
- Joint force deters, denies, or defeats adversaries abroad
- WMD materials and technology remain safeguarded and proliferation is prevented.
- Joint force resilient and flexible to respond decisively

The Strategic Approach utilizes five **mission areas**, the ways, which span the continuum of military actions. These mission areas contribute to pursuits ranging from assurance to response.

The 2016 NMS means consist of: resources, capabilities, authorities and activities. The future joint force will require capabilities that meet two particular traits: resiliency and competitive advantage.

To implement this strategy, the NMS envisions a “Framework for Global Integration” that the JSCP then lays out in an “Integrated Planning Framework.” It strives to ensure the Joint Force can provide comprehensive, responsive and flexible options at the speed of the evolving security environment. It spells out an assessment and feedback process to ensure it does not become a ‘closed loop’ document. Note 1 – for more on the Integrated Planning Framework (IPF) see Chapter 2.

r. **Joint Strategic Campaign Plan (JSCP)** (Classified Document) - The JSCP is the primary document in which the CJCS carries out his statutory responsibility for providing unified strategic direction to the Armed Forces. The JSCP provides military strategic and operational guidance to CCDRs, Service Chiefs, CSAs, and applicable DOD agencies for preparation of plans based on current military capabilities. It implements the planning guidance provided in the GEF and the joint planning activities and products that accomplish that guidance. In addition to communicating to the CCMDs’ specific planning guidance necessary for planning, the JSCP operationalizes the strategic vision described in the NMS and nests with the strategic direction delineated by the NSS, [NDS], and the DOD’s planning and resourcing guidance provided in the GEF. The JSCP also provides integrated planning guidance and direction for planners. (JP 5-0 pg II-7)

Note: Previous versions of the JCSP were called the Joint Strategic Capabilities Plan. The 2017 version is titled the Joint Strategic Campaign Plan, since it has taken on more of a Global Plans Integration role. The JSCP now operationalizes the NMS by establishing the “ways” (National Mission Areas) to achieve the objectives (Intermediate Military Objectives) in global, regional, or functional contexts.

2017 Joint Strategic Campaign Plan (DRAFT)

- **CH 1&2 – Global Integration Guidance: Risk and Priorities**

- **Enclosure A: Global Integration Planning Process and Framework**
- **Enclosure B: Global Integration Guidance**
- **Enclosure C: Global Campaign Plans (GCPs)**
- **Enclosure D: Additional Planning Guidance**
 - Regional Campaign Plans
 - Functional Campaign Plans
 - Other Guidance

- **Enclosure E: Supplemental Guidance**
- **Enclosure F: References**
- **Enclosure G: Glossary.**
- **Enclosure H: Distribution Guidance**

Figure 1-4: 2017 JSCP Table of Contents

The JSCP (see Figure 1-4 for its contents) applies existing campaign development doctrine and instructions to reorganize and integrate current and proposed campaign plans into problem focused plans and Integrated Contingency Plans (ICPs).

Chapter 1 & 2 of the draft 2017 JSCP state that “Global Integration broadens our thinking across the Department. It shifts the focus of our strategic leaders from the regional model to a new paradigm of thinking globally about problems and recognizing the interrelationships between them. To accomplish this, we will develop and maintain a shared strategic understanding, and then, through best military advice (BMA), apply the understanding to strategy, planning operations and assessments.” (2017 JSCP Draft)

Global Integration coordinates joint force actions in time, space, and purpose across the globe. This ensures the joint force maintains a common understanding of the global operational environment, works in collaboration towards addressing threats and challenges, provides the information needed to assess and refine strategies and Operations, Activities and Interests (OAI), and ensures that the CJCS is able to make informed decisions to provide best military advice. (2017 JSCP Draft)

The Chairman, in his role as the Global Integrator, assists the Secretary in military strategic planning, writing military plans, and providing strategic guidance to the armed forces to ensure the effective conduct of operations. The JSCP lays out: how the joint force will organize planning, the various plans that must be produced, and supplemental guidance needed to “set the globe” and accomplish non-standard tasks the Joint Force is assigned. (2017 JSCP Draft)

The JSCP establishes an Integrated Planning Framework and organizes all JSCP directed plans under NMS mission areas and Problem-Sets. (2017 JSCP Draft)

Integrated Planning Framework (IPF) – consists of all planning efforts, relationships, authorities, roles, and responsibilities designed to integrate the planning of problem sets requiring coordinated action by CCMDs, CSAs, services, other governmental agencies, and foreign partners. The IPF seeks to increase collaboration across the whole of government and increase unity of effort to address transregional, multi-domain, and multi-functional (TMM) national security problems within available resources. (2017 JSCP Draft)

IPF Major Plan Categories

1. Problem Set Focused plans (further divided into Global, Regional and Functional plans),
2. CCMD campaign plans (legacy TCPs/FCPs reformatted to include new elements).
3. Integrated Contingency Plans (ICPs).

A Problem Set is an array of threats or challenges that have the potential to impact U.S. interests and can be broadly linked together under a common idea or classification. Each problem set is categorized based on the amount of CCMD integration required. Problem sets are coordinated and integrated through the IPF. There are 3 problem set categories: Global, Regional, Functional. (2017 JSCP Draft)

Problem Set Focused Campaign Plans are composed of problem focused guidance and direction from the Global Integrator, integrated planning by the Coordinating Authority (CA), and campaign supporting plans (CSPs) developed by each collaborator. The CA maintains the problem-focused campaign plan (GCP, FCP, or RCP) and regularly coordinates with other collaborators to provide feedback to the Global Integrator. These plans set the globe by aligning operations, forces, authorities, capabilities, footprints, and agreements necessary to promote and/or protect national interests through the use of the Joint Force. Problem-Set focused campaign plans

address: assignment of intermediate military objectives (IMO), assignment of tasks and daily operations, posture, risk and prioritization. (2017 JSCP Draft)

See below for explanations of GCPs, FCPs and RCPs.

s. **STG Plan – “Set the Globe” Process** (Classified Document) - “Set the Globe” is a procedural alignment of forces, authorities, capabilities, posture (footprint, agreements), operations and activities that enables the Joint Force to sustain support for National Objectives and continuous protection of U.S. national interests. This includes a baseline set of global activities critical to the conduct of global command and control, responsive Joint Force power projection, and execution of theater and global integration operations. (2017 JSCP Draft) This process is attempting to alleviate some of the challenges associated with GCC stove-piped requests for posture related resources. Early discussions of this process indicate that no STG document will be produced, but the the “STG Process” (including a new battle-rhythm) will better prioritize resources and enable quicker adaptation during contingencies.

t. **Global Force Management Allocation Plan (GFMAP)** (Classified Document) - The assignment tables in the GFMIIG and Forces for Unified Commands Memorandum serve as the record of force assignments. SecDef’s decision to allocate forces is ordered in the *Global Force Management Allocation Plan* (GFMAP). (JP 5-0 pg II-8 Emphasis Added) The GFMAP is a global [deployment Order] (DEPOD) for all allocated forces. [Force Providers] deploy or prepare forces to deploy on a specified timeframe as directed in the GFMAP. (JP 5-0 II-31)

Note – for more on Global Force Management, see JP 5-0, Appendix E (Global Force Management).

u. **Planning Order** (Classified Document) – A PLANORD is a planning directive that provides essential planning guidance and directs the initiation of plan development before the directing authority approves a military [Course of Action (COA)]. (JP 5-0, pg II-30) For details on the “levels of plans” see CH 2 of this document.

v. **Execution Order** (Classified Document) - An EXORD is a directive to implement an approved military [Concept of Operations] (CONOPS). Only the President and SecDef have the authority to approve and direct the initiation of military operations. The CJCS, by the authority of and at the direction of the President or SecDef, may subsequently issue an EXORD to initiate military operations. Supported and supporting commanders and subordinate JFCs use an EXORD to implement the approved CONOPS. (JP 5-0 II-32)

w. **Global Campaign Plans (GCPs)** (Classified Documents) – One of the JSCP’s three “Problem-Set Campaign Plans” categories, GCPs are plans written for “a problem set that addresses a threat or challenge that significantly impacts U.S. interests across the globe and requires coordination across the CCMDs...The current priority challenges (4+1) fall into this category.” (2017 JSCP Draft) GCPs are assigned to a Coordinating Authority (CA), usually the CCMD with the preponderance of the challenge in his AOR, to build and maintain them. “Collaborators” (other CCMDs, CSAs and Services) support the CA via planning support and Campaign Support Plans (CSPs).

x. **Regional Campaign Plans (RCPs)** (Classified Document) – The second of the JSCP’s three “Problem-Set Campaign Plans” categories, RCPs are plans written for regional challenges that don’t rise to the interest/threat level of GCPs RCPs are also assigned to a Coordinating Authority (CA) and employ Collaborators to deal with cross-AOR elements of the challenge and/or solution.

y. **Functional Campaign Plans (FCPs)** (Classified Document) - The third of the JSCP’s three “Problem-Set Campaign Plans” categories, FCPs are plans written for global challenges that don’t rise to the interest/threat level of GCPs, and deal primarily with a function instead of a region. FCPs are also assigned to a “Coordinating Authority (CA)” and employ “Collaborators” to deal with cross-AOR elements of the challenge or solution. Cyber might be one area where an FCP would be produced.

z. **Integrated Contingency Plans (ICP)** (Classified document) - a plan developed by the joint force as a branch or sequel to a campaign or problem focused plan. ICPs require CAs and collaborators to reassess their supporting CSPs and develop an integrated branch or sequel. An ICP differs from a legacy contingency plan because it requires integration across collaborators whereas previous contingencies were not required to integrate. (2017 JSCP Draft) Contingency plans are branches ... that are planned for designated threats, catastrophic events, and contingent missions without a crisis at-hand. The UCP, GEF, and JSCP guide the development of contingency plans, which address potential threats that put one or more national interests at risk in ways that warrant military operations. Contingency plans are built to account for the possibility that campaign activities could fail to prevent aggression, preclude large-scale instability in a key state or region, or respond to a natural disaster. (JP 5-0 pg II-4)

aa. **CCMD (Theater or Functional) Strategy** - A strategy is a broad statement of the commander’s long-term vision. It is the bridge between national strategic guidance and the joint planning required to achieve national and command objectives and attain end states. Specifically, it links CCMD activities, operations,

and resources to USG policy and strategic guidance. A strategy should describe the ends as directed in strategic guidance and the ways and means to attain them. A strategy should begin with the strategic estimate. Although there is no prescribed format for a strategy, it may include the commander's vision, mission, challenges, trends, assumptions, objectives, and resources. CCDRs employ strategies to align and focus efforts and resources to mitigate and prepare for conflict and contingencies, and support and advance US interests. To support this, strategies normally emphasize security cooperation activities, force posture, and preparation for contingencies. Strategies typically employ military engagement, close cooperation with DOS, embassies, and other USG departments and agencies. A strategy should be informed by the means or resources available to support the attainment of designated end states and may include military resources, programs, policies, and available funding. CCDRs publish strategies to provide guidance to subordinates and supporting commands/agencies and improve coordination with other USG departments and agencies and regional partners. A CCDR operationalizes a strategy through a campaign plan. (JP 5-0 pg II-9)

Combatant commanders develop theater/functional strategies. Unlike their campaign plans, these strategies are not tasked responses to the NDS, GEF, NMS, or JSCP. Rather, they are descriptions of theater or function area challenges and opportunities with aspirational descriptions of how the combatant command intends to respond. Unlike the NDS and NMS, these remain unclassified documents which are written to influence a broad audience. See Ch 5 of this document for more details

ab. Combatant Command Campaign Plan (legacy TCP/FCP) (Classified Document) - CCMD campaign plans are the centerpiece of the CCMDs' planning construct and operationalize CCMD strategies. CCMD campaign plans focus the command's day-to-day activities, which include ongoing operations, military engagement, security cooperation, deterrence, and other shaping or preventive activities. CCMD campaign plans organize and align operations, activities, and investments with resources to achieve the CCMD's objectives. (JP 5-0 pg II-4) The JSCP expands the role of the [legacy] theater/function campaign plan (TCP/FCP) from a regional or function strategy to integrating globally focused requirements by reformatting the TCP/FCP into CCMD campaign plan including elements from the global integration IPF. A CCMD campaign plan is a CCDR's five-year plan to achieve U.S. national objectives. The CCMD campaign plan becomes the execution plan of IPF at the operational level by aggregating all assigned tasks from problem-focused plans (GCP, FCP, and RCP) and the legacy TCP/FCP to provide a campaign plan that

fully integrates Operations, Activities and Interests (OAIs) spanning the command's assigned responsibilities. (2017 JSCP Draft) Note - See Ch 5 of this document for more details

ac. **Country-specific Security Cooperation Sections (CSCS)** – a section of the CCMD Campaign Plan which focuses on the interaction with partner nations. It is written in close coordination with the DOS since they hold the lead for all foreign diplomacy and foreign assistance.

ad. **Theater Posture Plan (TPP)** (Classified Document) – Global [Defense] posture establishes the requirement for CCDRs to submit theater posture plans (TPPs) every two years (with annual updates) to support campaign and contingency plans. Posture plans align basing and forces to ensure theater and global functional security, respond to contingency scenarios, and provide strategic flexibility. (JP 5-0 pg II-5)

ae. **Theater Distribution Plan (TDP)** (Classified Document) - global distribution and posture that are coordinated through United States Transportation Command's (USTRANSCOM's) horizontal and vertical synchronization of global distribution planning. As a "plan of plans" the GCCs' [CCMD Campaign Plan] include regional country plans, posture plans, and theater distribution plans (TDPs) that facilitate synchronization of resources, authorities, processes, and timelines in order to favorably affect conditions within the GCCs' AORs. Global distribution establishes the requirement for GCCs to submit TDPs annually to support campaign and contingency plans. Distribution plans support [CCMD Campaign Plans] by interfacing with the GCCs' TPPs support to strategic lift, infrastructure, distribution enablers, agreements, policies, processes, and information systems. (JP 5-0 pg II-5)

af. **Subordinate Campaign Plans** (Classified Document) - The CCDR or a subordinate JFC may conduct a subordinate campaign to accomplish (or contribute to) military strategic or operational objectives in support of the CCMD's [CCMD Campaign Plan]. The CCDR or subordinate JFCs develop subordinate campaign plans if their assigned missions require military operations of substantial size, complexity, and duration and cannot be accomplished within the framework of a single joint operation. These campaigns are conducted in support of the CCDR's ongoing CCMD campaign plans. (JP 5-0 pg II-4) Note 1: The 2017 Draft JSCP IPF appears to eliminate this type of plan and replace it with Campaign Support Plans. However since CCMDs still maintain Subordinate Campaign Plans for now, and may continue to do so for CCDR-directed plans (vice JS/OSD directed plans), this handbook retains the document.

ag. **Campaign Support Plans (CSPs)** (Classified Document) – are collaborator’s subordinate plans that support campaign plans, problem focuses plans, or contingency plans. Each organization assigned to support a problem set develops a CSP. CSPs detail how the organization, within its authority and capability, address the IMOs and task assigned to it and contributes to the successful resolution of a problem set. There is a CSP for each collaborator of a problem set. When all of the CSPs for a problem set are combined, they encompass the planning for day-to-day campaigning of the Joint Force. CCMDs work with the CA to ensure that their CSPs are supporting the management of the problem set and are integrated with the OAI of other organizations. CSPs are modular so that they can be included in multiple campaign plans. (Draft 2017 JSCP) (e.g. STRATCOM might produce a supporting plan, in reference to missiles, for the PACOM plan on North Korea threats).

4. CCDR dialogue with National Leaders (Military Options, COAs and Planning).

a. A major responsibility of the CCDR is to assist the CJCS in advising the President and SecDef on the use of military power to achieve national objectives. Civilian leaders often ask for military options to help them visualize “the art of the possible” during the development of policy objectives, and CCDRs often discuss military options to help map out the policy boundaries that inform planning. These dialogues play out along a spectrum from the conceptual to the detailed. Civilian and military actors use various terms to describe similar types of advice, and terms are often used dissimilarly by different actors. The US Army War College attempts to align its lexicon with concepts found in JP 5-0, such that:

- Conceptual discussions most often lead to “Military Options” while detailed discussions most often lead to “Courses of Action (COAs).” (Figure 1-5)
- “Options” often produce multiple potential mission statements, while COAs all develop from one mission statement.

Option or Course of Action

Option

- Possibly different assumptions
- Scenario-driven
- Possibly different termination criteria
- **Each option might lead to a different CCMD mission**
- Different military objectives
- May be expressed in relationship of M to other elements of power (DI&E)
- "Branch planning up front" leads to different mission statement

COA

- Common assumptions
- Single scenario
- Common termination criteria
- **Common mission statement for all COAs**
- Common military objectives
- Expressed as how to apply M ICW DI&E
- Will have branches to deal with different assumptions, but same mission

Figure 1-5: Options and COAs

Flexible Deterrent Options and Flexible Response Options (as defined by joint doctrine) are subordinate to, or equal to, COAs for the reasons articulated below.

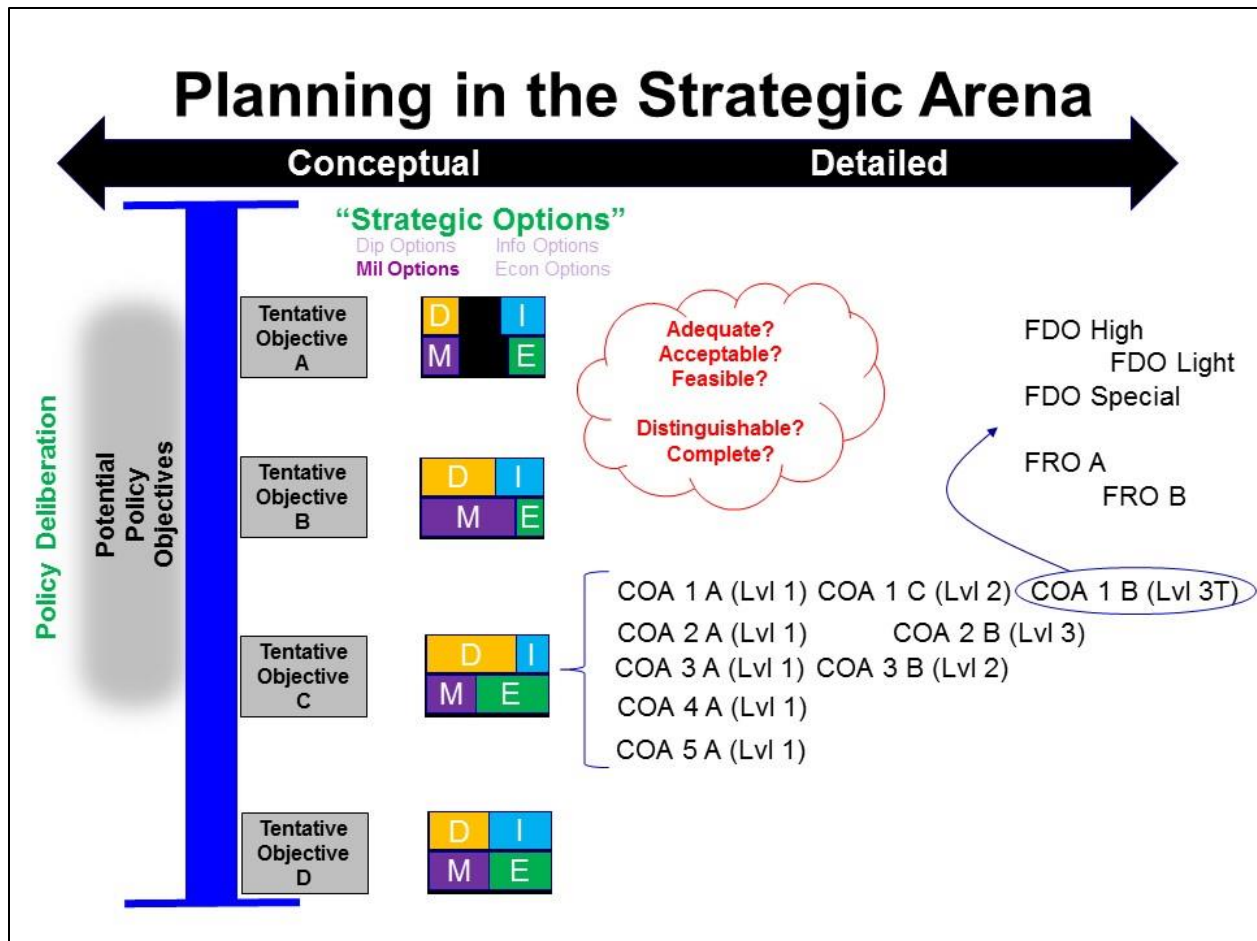


Figure 1-6: Planning in the Strategic Arena

The most common tension between civilian and military leaders is in the risks associated with Adequacy (focused on ends), Acceptability (focused on ways), and Feasibility (focused on means). Low fidelity options/COAs make for quicker and more robust civ-mil discussions, but may equate to higher risk to force and policy/mission. Higher fidelity options/COAs lower the risk in some areas, but increase the risk that proposed solutions are too late and retard the civ-mil dialogue. Strategic planners must quickly determine where best to place risk in order to ensure robust, but effective, dialogue between the CCDR and civilian leaders during strategy development and planning development.

The plans-centric construct for developing options/COAs is appealing to military leaders operating within their familiar decision-making process and hoping to ensure options/COAs they present pass the FAA-DC (Feasible, Acceptable, Adequate, Distinguishable, and Complete) test. However, this is often problematic for civilian leaders who are unfamiliar with the military process and who use a different model for making decisions. Civilian leaders are often frustrated by military options that they view as overly difficult or time consuming, that inadequately address their broader political considerations, or that are merely variations of a single concept that do not offer a real choice.

Although not prescribed in joint doctrine, military planners should anticipate that political leaders want to discuss military options early in the decision making process before they issue clear policy and planning guidance and before planners have been able to conduct detailed FAA-DC analysis. Much like trying to answer the question “which came first, the chicken or the egg?” determining “which comes first, policy or options?” leads to friction between civilian and military leaders. Strategic planners must be able to describe a range of possible actions and outcomes before policy makers have committed to the objective they seek. (See figure 1-6)

Most importantly, the friction between civilian and military leaders can be reduced by adjusting the military’s development of options to better accommodate civilian expectations. Every civ-mil dialogue is unique and is shaped by the participants’ past experiences and engrained heuristics and by the context of the particular national security issue at hand. Strategic planners must develop an appreciation for these realities and adjust their military options to meet civilian policy-makers’ unique requirements. Developing military options to address national security requirements is the ultimate expression of military judgment and therefore no process, procedure, or template is guaranteed to be successful in every context.

The purpose of initial military options is to inform policy decision-making by increasing civilian leaders’ understanding about which objectives the military could enable. On a continuum of actions from “do nothing” on one end, to “do everything” on the other, civilian leaders might start with a general idea of what policy responses they are comfortable with. Conversely, they may initially approach a problem with a range of possible objectives to pursue. Ultimately the best approach should be informed by an understanding of the objectives each instrument of national power can enable. Therefore, military options should initially include a range of military activity that supports a broad range of potential policy objectives that provide civilian leaders a clearer understanding of where there is alignment between acceptable objectives and those the military can enable at acceptable risk.

The task for military leaders is to explain the complexity of the military instrument in a manner such that civilian leaders can be comfortable with their decision to use it. An iterative dialogue allows civilians to achieve a working knowledge of how a military operation will unfold, on what timeline, with which forces, and the associated level and nature of risk. This level of understanding is facilitated by helping civilian leaders understand the logic behind the military’s theory of victory, or how each option’s outcome is viewed as a success by the military in light of the problem each option addresses. Although civilians may not agree with the logic, they will ideally understand the military perspective which will allow them to make informed decisions about the utility of the military instrument.

The multitude of military options desired by civilian leaders cannot be provided on the timeline they desire if those options are developed within the current framework of military planning and traditional requirement for detailed feasibility. Adapting and planning are intrinsically at odds; planning seeks to constrain the future within a desired

path while adaptability seeks the best path as the future unfolds. From this perspective, “adaptive planning” completed to the level of detail directed by APEX with the planning tools currently available is oxymoronic. Binding detail, though desired for feasibility, is the graveyard of adaptability.

Options should rely less on a staff-centric, excessively detailed decision making process as described in APEX and more on a conceptual design methodology fueled by senior military leaders’ operational art and experience. Military options provided to civilian decision makers during policy development should be more similar to the conceptual operational approach produced by the design methodology than the detailed COAs produced by in-depth joint planning and analysis.

Senior military leaders must communicate options in a format and language that is easily understood by civilian leaders and policy makers. Though there is no standard format for an option, each one should contain the following elements:

- Scenario and assumptions upon which the option is based.
- Desired outcomes and associated policy aims.
- A description of the concept with emphasis on the use of military actions in the context of the use of other instruments of power.
- A general description of the resources required.
- A general timeline for how the option would play out.
- An explanation of the causal logic that links the recommended actions to the desired outcomes.
- The strategic and operational risks entailed in this option.

b. Example

Problem: Hurricane Ellis is bearing down on Haiti.

Strategic Options: 1) Do nothing, 2) Prevent catastrophe, 3) Mitigate consequences and assist recover, 4) Prevent catastrophe and rebuild the country.

Military Options:

- Option 1 - Do Nothing
 - Assumptions – Do nothing does not equal abandon U.S. Military personnel, Does equal Non-Mil AMCITs are on their own, U.S. will not support International efforts
 - Endstates – no U.S. endstates (other than protect U.S. military)
 - Ways available:
 - Pull all US military forces from the area (3 days to finish)
 - **COA 1** – Airlift focus
 - **COA 2** – Seabased focus
 - **COA 3** – Use commercial transport

- Ties into Whole-of-Government Plan – prepared to support evacuating DOS personnel if necessary.
- Risks - AMCIT casualties. International response forces respond late and we are caught on our heels.
- Option 2 - Prevent Catastrophe
 - Assumptions – Haitian government can handle many of the expected challenge. Policy focus is to prevent catastrophe vice mitigate disaster.
 - Endstates – Haitian government fully capable of protecting critical infrastructure and lives.
 - Ways available:
 - Shoring up critical infrastructure
 - **COA 1** - Send an engineer organization to support (low end – takes 48 hours)
 - **COA 2** – Contract LOGCAP from local bases (TBD timeline)
 - Guide local leaders, shore up infrastructure, and assist in recovery with a CA and Eng focused Org (high end – IOC in 24 hours, FOC in 1 week)
 - **COA 1** – Engage early and heavily by deploying a JTF
 - **COA 2** – Engage slowly. VTC w/ leaders from USACE, contract infrastructure prep work and send in CA Army Unit from ARFORSOUTH after event
 - Ties into WOG Plan – US Mil is in support of USAID DART.
 - Risks – Small risk to force. Expectation that US will “save” Haiti forces mission creep later. If Haitian government fails, the response force would enable follow on forces, but would have to transition to consequence management vice prevention.
- Option 3 - Mitigate consequences and assist recover. Since Haiti is extremely fragile, due to repeated hurricanes over the past few years, we assume it is ripe for significant damage from Hurricane Ellis. We could also assume that they will not want help up front due to national pride and a poor understanding, by senior Haitian leadership, of how vulnerable they truly are. If we believe those assumptions, than we may want to aim for post-event support – which has been our traditional response in the past. A quick response could mitigate consequence (save lives and reduce suffering) and assist a quicker, more robust recovery. We could do this by our traditional naval/air focused response packages (ESGs, CSGs, C-5/C-17 flow, etc) in support of USAID or if we act fast enough we could pre-stage ground assets via commercial and MPF ships in a temporary ground base. The ground staging idea risks damage to force, but can respond quicker (as soon as the winds die down). The ship/aviation focused choices respond slower but have lower risk to force...and we know how to

do it. We, DOD, will support USAID's DARTs no matter what we decide and we recommend clearance to start planning with them now in order to ensure feasibility and acceptability of our potential COAs. We think we need to act within the next 48 hours to flow a viable ground force package. The ship/air flow decision can wait for 96 hours (or more). If you chose Option 3 and the ground force, we may have to come back to you and discuss a reinforcing navy/air element (after the hurricane) depending on how much we can flow before the hurricane hits.

- Option 4....

5. Flexible Deterrent Options & Flexible Response Options – FDOs and FROs are the hybrid of the Option \leftrightarrow COA discussion. FDOs and FROs are pre-planned actions and thus fall at the detailed end of the planning spectrum; however, they are designed to provide adaptable responses to the President during a crisis. For more information on FROs and FDOs, see JP 5-0 Appendix F.

FDO – [Flexible Deterrence Options are] preplanned, deterrence-oriented actions tailored to signal to and influence an adversary's actions. They are established to deter actions before or during a crisis. If necessary, FDOs may be used to prepare for future operations, recognizing they may well create a deterrent effect. FDOs are developed for each instrument of national power—diplomatic, informational, military, and economic—but they are most effective when combined across the instruments of national power. FDOs facilitate early strategic decision making, rapid de-escalation, and crisis resolution by laying out a wide range of interrelated response paths. (JP 5-0 F-1)

FRO - [Flexible Response Options are] an operational- to strategic-level concept of operation that is easily scalable, provides military options, and facilitates rapid decision making by national leaders in response to heightened threats or attacks against the US homeland or US interests. They are usually used for response to terrorist actions or threats... FROs are operations that are first and foremost designed to preempt enemy attacks, but also provide DOD the necessary planning framework to fast-track requisite authorities and approvals necessary to address dynamic and evolving threats. (JP 5-0 F-5)

CHAPTER 2: Joint Planning

1. Joint Planning in an Integrated Context. Integrated planning is used by the joint force to address complex strategic challenges that span multiple geographic CCMD AORs and functional CCMD responsibilities. Integrated planning synchronizes resources and integrates timelines, decision matrices, and authorities across CCMDs, the rest of the interagency, and multinational partners to achieve directed strategic objectives. (JP 5-0, I-6)



Figure 2-1: Integrated Planning

The Integrated context (see Figure 2-1) includes all of the relevant actors in the national security environment (including, but not limited to, the ones below). Each layer of planning has a somewhat distinctive title to enable planners to understand which layer of planning they are working in.

- The joint community. [JOINT PLANNING]
- Whole of Government (other agencies of the U.S. gov't) [UNIFIED ACTION]
- Multinational partners. [COALITION, ALLIED, or MULTI-NATIONAL]

- International Organizations (e.g. the United Nations, the North Atlantic Treaty Organization, the Organization of American States). [NATO Planning, or UN Planning, etc. – planning and operations usually assumes the name of the organization leading the effort.]

- Non-Governmental Organizations (e.g. Oxfam, Médecins Sans Frontières [Doctors without Borders], the Afghan Women’s Network). [No specific title exists]

- Relevant non-state actors (e.g. financial institutions, shadow governments, multinational corporations, terrorist organizations, empowered academics and consultants). [No specific title exists]

Complicating the planning endeavor is the fact that different actors have different endstates, different timelines, different processes, and different decision structures. Some examples are:

- DOS may have different priorities in Nation X that affect the ways and means DOD may use to accomplish tasks in adjacent Nation Y.

- A classified DOD plan may not be shared with other US governmental organizations until late in planning.

- A coalition nation may be unable to discuss a sensitive topic until its elections are complete.

- Nation 1 may not want Nation 2 to know that it is participating in some activities and operations. This would warrant bilateral planning that is synchronized outside the normal coalition planning channels.

- NGO A may wish to synchronize with some elements of the plan, but not wish to know about other elements of the plan.

2. Multi-National Planning. As it is unlikely that the United States will operate alone in future conflicts, comprehensive planning must be conducted with a multinational perspective, rather than as an add-on to U.S. planning. U.S. forces may operate as part of a coalition or an alliance, work through unity of effort between nations of similar aim, or work toward an end state that supports U.S. partner nations’ objectives as well as U.S. national objectives. Commanders and staffs must consider interests, equities, contributions, and limitations posed by the multinational environment. Some considerations for planners and operators during multinational operations:

- National objectives of the various partners.
- Building and maintaining a multinational force.
- Differences in language, culture, and national sovereignty.
- Legal considerations by the participants (international law and law of war).
- Doctrine, training, and resources.
- Differences in force protection and rules of engagement (ROE).
- Limits to sharing intelligence and information.
- Communications and spectrum management.
- Logistics and host nation support.
- Differing standards for health service support.

- Nuanced perspectives on media relations.

3. Unified Action - Whereas the term **joint operation** focuses on the integrated actions of the Armed Forces of the United States, the term **unified action** has a broader connotation. Unified action refers to the synchronization, coordination, and integration of the activities of governmental and nongovernmental entities to **achieve unity of effort**. (JP 3-0, I-8)

To prevent internal conflicts and assist with Unified Action, DOS, USAID and DOD (as the three foundational pillars for promoting and protection US interests abroad) have established “Diplomacy, Development, and Defense (3D) Planning.” 3D Planning is an ongoing initiative to build understanding and synchronize plans to improve collaboration, coordination, and unity of effort among these organizations.

Generally, interagency dialogue and coordination occurs through the IPR process and the Promote Cooperation process, led by OUSD(P) and Joint Staff J-5 [Strategic Plans and Policy], with SecDef receiving an update on the scope, scale, and substance of planning exchanges with civilian and multinational counterparts. The Promote Cooperation process specifically focuses on interagency partner input and socialization of DOD plan development. This cooperation provides valuable opportunities for the command to coordinate on key issues such as overflight rights and access agreements. Coordination with NGOs should normally be done through the United States Agency for International Development (USAID) senior development advisor assigned to each geographic CCMD or through the lead federal agency for contingencies in the US. (JP 5-0, I-16 Underlined added) Note: For more information on Promote Cooperation events, see CJCSM 3130.01, *Campaign Planning Procedures and Responsibilities*.

4. Joint Planning - Joint planning is the deliberate process of determining how (the **ways**) to use military capabilities (the **means**) in time and space to achieve objectives (the **ends**) while considering the associated **risks**. Ideally, planning begins with specified national strategic objectives and military end states to provide a unifying purpose around which actions and resources are focused. The joint planning and execution community (JPEC) conducts joint planning to understand the strategic and operational environment (OE) and determines the best method for employing the Department of Defense’s (DOD’s) existing capabilities to achieve national objectives. (JP 5-0 pg I-1, emphasis added via underlining))

At the CCMD level, joint planning serves two critical purposes.

a. At the strategic level, joint planning provides the President and SecDef options, based on best military advice, on use of the military in addressing national interests and achieving the objectives in the *National Security Strategy* (NSS) and [National Defense Strategy].

b. At the operational level, once strategic guidance is given, planning translates this guidance into specific activities aimed at achieving strategic and operational-level objectives and attaining the military end state. This level of planning ties the training, mobilization, deployment, employment, sustainment, redeployment, and demobilization of joint forces to the achievement of military objectives that contribute to the achievement of national security objectives in the service of enduring national interests. (JP 5-0 pg I-1, with correction [DSR to NDS], and emphasis added via underlining)

5. APEX and JPEC. Strategy and joint planning occur within Adaptive Planning and Execution (APEX), the department-level enterprise of policies, processes, procedures, and reporting structures supported by communications and information technology used by the joint planning and execution community (JPEC) to plan and execute joint operations. A focus of APEX is the interaction between senior Department of Defense (DOD) civilian leadership, CCDRs, and Chairman of the Joint Chiefs of Staff (CJCS), which helps the President and SecDef decide when, where, and how to employ US military forces and resources. (JP 5-0 pg xiii)

a. JPEC. SECDEF, with the advice and assistance of the CJCS, organizes the JPEC [See stakeholders shown in the Figure below] for joint planning by establishing appropriate command relationships among the CCDRs and by establishing appropriate support relationships between the CCDRs and the CSAs for that portion of their missions involving support for operating forces. A supported commander is identified for specific planning tasks, and other JPEC stakeholders are designated as appropriate. This process provides for increased unity of command in the planning and execution of joint operations and facilitates unity of effort within the JPEC. (JP 5-0 pg II-11)



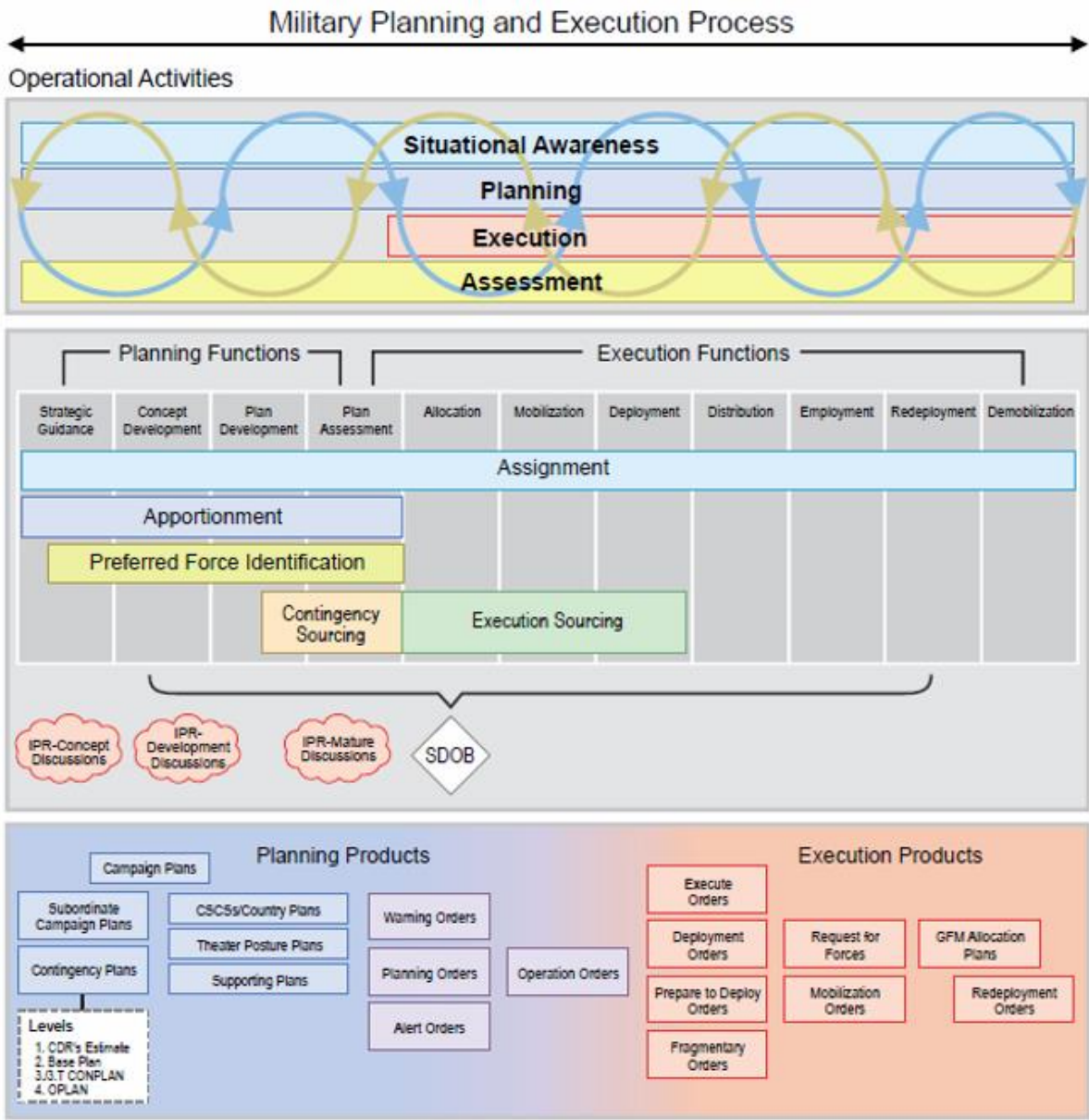
**Figure 2-2: Joint Planning and Execution Community
(This is Figure II-3 in JP 5-0)**

Note 1: The latest JP 5-0 (signed in June 2017) has added the Office of the Secretary of Defense (OSD) to the JPEC.

Note 2: Several new roles and responsibilities have been assigned to members of the JPEC via the 2017 JSCP draft. See below for the IPF and how JPEC members fit in.

When confronted with a security challenge, the JPEC (as depicted in Figure 2-2) utilizes the APEX to address it. APEX encompasses four operational activities, four planning functions, seven execution functions, and a number of related products. (JP 5-0 pg II-13)(See Figure 2-4 below)

Joint Planning Activities, Functions, and Products



Legend

- | | | | |
|---------|---|-------|----------------------------------|
| CDR | commander | GFM | global force management |
| CONPLAN | concept plan | IPR | in-progress review |
| CSCS | country-specific security cooperation section | OPLAN | operation plan |
| | | SDOB | Secretary of Defense orders book |

Figure 2-3: Joint Planning Activities, Functions and Products
 (This is Figure II-4 in JP 5-0)

b. APEX is intended to coordinate integrated, flexible plans with fully integrated databases to enable rapid build of executable joint plans. This flexible planning system is intended to facilitate the adaptive planning principles:

- Clear strategic guidance and iterative dialogue.
- Early interagency and coalition coordination and planning.
- Integrated intelligence planning.
- Embedded options.
- “Living” plans.
- Parallel planning in a network-centric, collaborative environment.

6. Integrated Planning Framework. The draft 2017 JSCP has adjusted the number and types of documents that CCDRs produce as they turn strategic challenges into actionable operations and activities. A new “Integrated Planning Framework” (See Figure 2-4 below) attempts to globalize problems that were previously stove-piped with Combat Command structures. Since APEX got off to a rough start and has not been fully implemented, how the IPF will interact, or overwrite, the APEX is still TBD.

The IPF consists of all planning efforts, relationships, authorities, roles and responsibilities, designed to integrate the planning of problem sets requiring coordinated action by CCMDs, CSAs, Services, other government agencies, and foreign partners. The IPF seeks to increase collaboration across the whole of government and increase unity of effort to address transregional, multi-domain and multi-functional (TMM) national security problems within available resources.

The IPF executes through NMS mission areas to achieve global integration. It organizes planning by Major Plan Categories. They consist of:

- Problem-Set Focused plans
 - Global Campaign Plans
 - Regional Campaign Plans
 - Functional Campaign Plans
- CCMD Campaign plans (old TCP/FCP reformatted)
- Integrated Contingency Plans (ICPs)

To enable this document structure, the 2017 JSCP establishes 4 new roles: Global Integrator, Coordinating Authority, Cross-Functional Teams, and Collaborators.

a. Global Integrator – The CJCS is tasked by Title 10, Section 153, of US Code with preparing and reviewing strategic campaign and contingency plans. The Chairman is responsible for operationalizing the national strategies and other policy guidance, aligning the actions of the Joint Force, balancing risk, assigning problems, and providing best military advice to the SecDef for adjudicating competing priorities.

b. Coordinating Authority (CA) – In order to integrate CCMD planning and day-to-day campaigning, the CJCS, in the role of Global Integrator, assigns a CA. A CA

establishes collaborative forums to develop integrated plans between CCMDs, combat support agencies (CSAs), other government agencies, allies and partner nations. A CA has the authority to require consultation between different components or activities involving the offices of two or more Services, Joint Force components, or forces of the same Service or agency. A CA is generally a CCDR with the preponderance of responsibility aligned o ta problems set and does not receive additional command authority beyond that already assigned in the UCP or other foundational documents. A CA does not have authority to compel agreement or direct resource allocation between combatant commands or Services.

c. Cross-Functional Teams – A cross-functional team (CFT) is comprised of members of the Joint Staff who develop guidance for the Global Integrator and support globally integrated planning. CFTs provide periodic problem set updates to the Global Integrator. CFTs work with coordinating authorities, and collaborators to recommend mission area guidance; develop intermediate military objectives (IMO), tasks, and assessment methods used to guide the planning of problem sets. CFTs support CCMD, CA and the Global Integrator with BMA for crisis action management.

d. Collaborator – A Joint Force organization assigned by the Global integrator to support integrated planning for a problem. The collaborator is responsible for working with the CA to develop, execute, and assess globally integrated plans. A collaborator is also responsible for providing supporting plans to the CA.

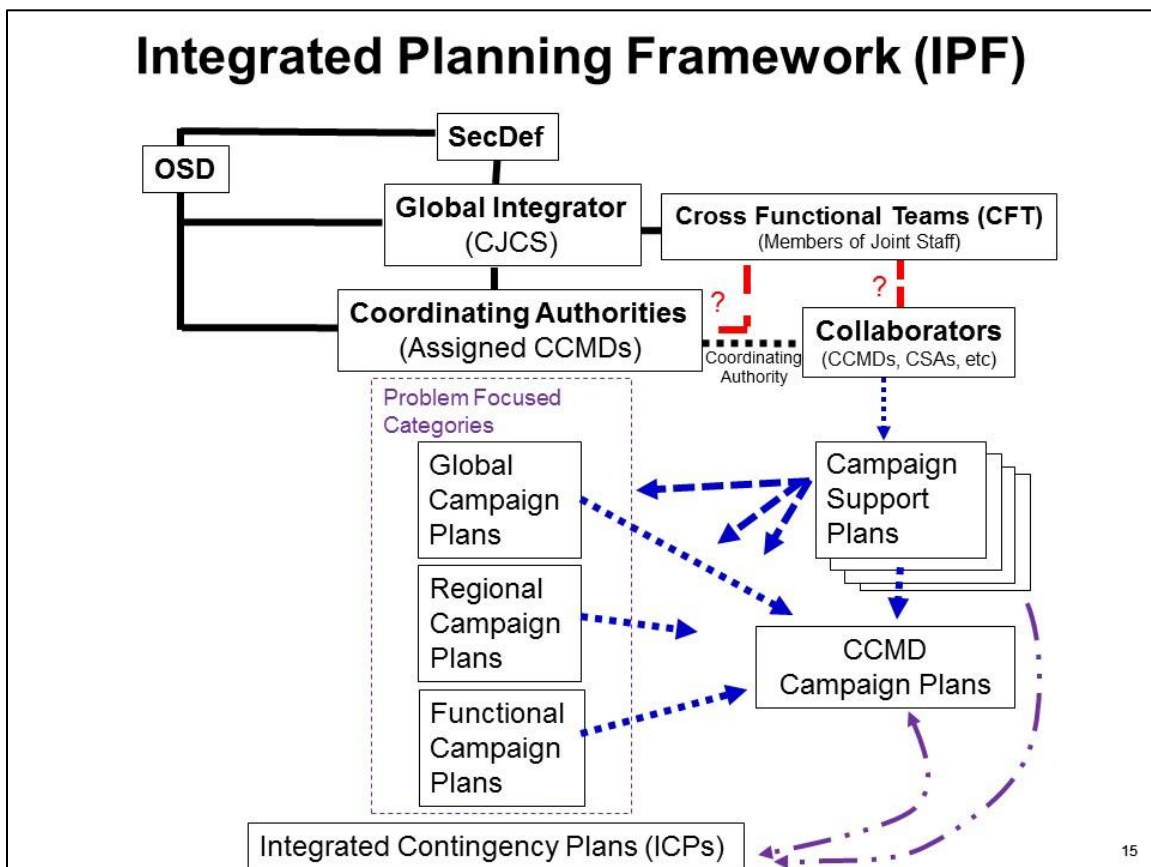


Figure 2-4: Global Integrated Planning Framework

The Global Integrator will assign GCPs, RCPs and FCPs to Coordinating Authorities. Those CAs will work with Collaborators to develop Campaign Plans (written and updated by the CA) and modular Campaign Support Plans (CSPs written by Collaborators). CAs will also develop Integrated Contingency Plans (ICPs) to serve as branches or sequels to their GCP/RCP/FCP.

Combatant Commands will reformat their legacy TCPs/FCPs to integrate relevant elements of the GCP/RCPs/FCPs and their own CSPs. These “CCMD Campaign Plans” will serve as 5 year focused plans that regularly interact with the Problem-Focused Plans and ICPs.

Cross-Functional Teams will monitor problem sets and work with the CJCS to recommend guidance, develop “Best Military Advice (BMA)” and organize IMO, tasks and assessments across problem sets. The relationship between CFTs and CCMDs has yet to be determined beyond “support.”

7. Conceptual to Detailed Planning. Joint Planning integrates four functions and two interconnected processes. The first process is typically oriented toward the conceptual and artistic side of ‘planning’ and is titled “Operational Design.” Its counterpart is oriented more towards the detailed and scientific sides of planning and is titled the “Joint Planning Process (JPP).” Both processes support all four APEX Planning Functions (Strategic Guidance, Concept Development, Plan Development, Plan Assessment) – the only difference is in the degree to which each is used. While listed as two distinct processes, they are probably better described as sides of a continuum from conceptual to detailed planning. (See Figure 2-5 below)

Planning has a conceptual component and a detailed component. Conceptual planning involves understanding operational environments and problems, determining the operation’s end state, and visualizing an operational approach to attain that end state. Conceptual planning corresponds to the art of command and is the focus of the commander with staff support. Detailed planning translates the commander’s operational approach into a complete and practical plan. Generally, detailed planning is associated with the science of control including synchronizing forces in time, space, and purpose to accomplish missions. Detailed planning works out the scheduling, coordination, or technical problems involved with moving, sustaining, and synchronizing the actions of the force toward the desired end state. (ATP 5-0.1)

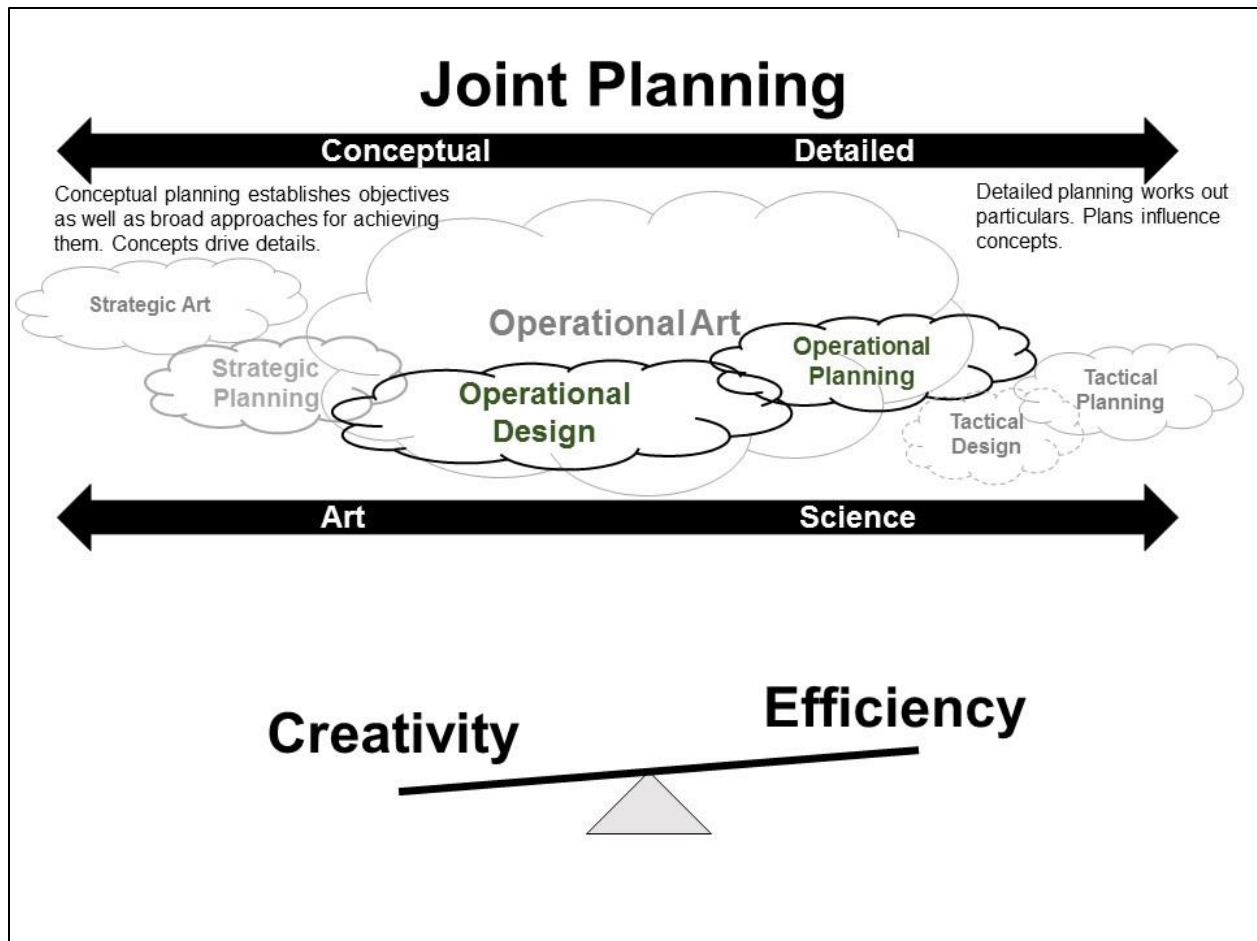


Figure 2-5: Joint Design and Planning (Conceptual-Detailed)

a. **Strategic art** is the ability to understand the strategic variable (relative to the operational area [OA]) and to conceptualize how the desired objectives set forth in strategic-level guidance can be reached through the employment of military capabilities. ... The ability to visualize and conceptualize how strategic-level success can be achieved or supported by military means is a key foundation for the application of operational art and operational design. (JP 5-0, pg I-5)

b. **Operational art** is the application of intuition and creative imagination by commanders and staffs. Supported by their skill, knowledge, experience, creativity, and judgment, commanders seek to understand the OE, visualize and describe the desired end state, and employ assigned resources to achieve objectives. (JP 5-0, pg I-5)

c. **Operational design** is the conception and construction of the framework that underpins a campaign or operation and its subsequent execution. The framework is built upon an iterative

process that creates a shared understanding of the OE; identifies and frames problems within that OE; and develops approaches, through the application of operational art, to resolving those problems, consistent with strategic guidance and/or policy. The **operational approach**, a primary product of operational design, allows the commander to continue JPP, translating broad strategic and operational concepts into specific missions and tasks to produce an executable plan. (JP 5-0 pg IV-1)

d. **Operational planning** translates the commander's concepts into executable activities, operations, and campaigns, within resource, policy, and national limitations to achieve objectives. (JP 5-0, pg I-5 and 6)

(1) **Vision**. The CCDR develops a long-range vision that is consistent with the national strategy and US policy and policy objectives. The vision is usually not constrained by time or resources, but is bounded by national policy. (JP 5-0, pg III-1)

- Fed by: All Strategic Guidance documents, other Strategic Direction from HHQ, the CCDR's strategic estimate of his theater, problems, and opportunities.
- Feeds: CCMD Strategy

(2) **Strategy**. Strategy is a broad statement of the CCDR's long-term vision guided by and prepared in the context of SecDef's priorities and within projected resources. Strategy links national strategic guidance to joint planning.

(a) The CCDR's strategy prioritizes the ends, ways, and means within the limitations established by the budget, GFM processes, and strategic guidance/direction. The strategy must address risk and highlight where and what level risk will be accepted and where it will not be accepted. The strategy's objectives are directly linked to the achievement of national objectives.

(b) Strategy includes a description of the factors and trends in the OE key to achieving the CCMD's objectives, the CCDR's approach to applying military power in concert with the other instruments of national power in pursuit of the objectives and the risks inherent in implementation.

(c) Strategy must be flexible to respond to changes in the OE, policy, and resources. Commanders and their staff assess

the OE, as well as available ways, means, and risk then update the strategy as needed. It also recognizes when ends need updating either because the original ones have been attained or they are no longer applicable. (JP 5-0 pg 1)

- Fed by: All Strategic Guidance documents, other Strategic Direction from HHQ, the CCDR's Vision.
- Feeds: CCMD Campaigns and Global Campaign Plans

(3) **CCDRs' Campaign Plans.** The CCDRs' campaigns operationalize the CCDRs' strategies by organizing and aligning operations, activities, and investments with resources to achieve the CCDRs' objectives and complement related USG efforts in the theaters or functional areas. CCDRs translate the strategy into executable actions to accomplish identifiable and measurable progress toward achieving the CCDRs' objectives, and thus the national objectives.

- CCMD campaign plans integrate posture, resources, requirements, subordinate campaigns, operations, activities, and investments that prepare for, deter, or mitigate identified contingencies into a unified plan of action.
- The purpose of CCMD campaigns is to shape the OE, deter aggressors, mitigate the effects of a contingency, and/or execute combat operations in support of the overarching national strategy. (JP 5-0, pgs III-1 and 2)
- A CCDR may have multiple Campaign Plans oriented on different areas and or problems.
- Fed by: CCMD Strategy, Problem Set Focused Plans (GCPs, RCPs, FCPs), Integrated Contingency Plans (ICPs)
- Feeds: Day-to-Day activities, Campaign Support Plans (CSPs), ICPs.

8. Campaigning. A campaign is a series of related military operations aimed at accomplishing a strategic or operational objective within a given time and space (JP 1-02). Campaigns may link multiple operations over time to achieve a strategic objective, but may also link multiple operations over space to achieve the objective.

a. Campaigning reflects the operational level of war; that is, the linkage of tactical operations to achieve strategic objectives. In many cases, the joint force will be in a situation which is complex enough that it cannot achieve the desired ends through the execution of a single operation. There are various reasons that this may be the case. Insufficient forces may be available to defeat the enemy in a single operation (consider the U.S. Civil War in 1861-65). Physical, mobility, or political limitations may force

sequential operations (consider DESERT SHIELD/DESERT STORM, the defeat of Japan in WWII, or Cuba, 1898). The enemy's center of gravity may be so well protected that it must be attacked indirectly (consider the defeat of Nazi Germany).

b. Among other responsibilities, joint force commanders plan and execute campaigns. Generally, Service forces not assigned as a joint force conduct *operations* rather than *campaigns*, but they may have a supporting plan to the joint campaign plan that links multiple operations to accomplish their specific mission.

c. Not all military objectives require campaigning. A non-combatant evacuation operation (NEO), for example, may be executable in a single operation. A punitive strike may also achieve the strategic objective in a single operation. However, the theater commander must usually achieve strategic objectives in a more complex environment, requiring multiple operations and the synchronization of those multiple operations to achieve military objectives and support achievement of the national objectives.

9. Detailed Planning. Plans are developed to different levels of detail depending on risk, need, troop-to-task, etc.

The JSCP directs that CCDRs develop assigned plans to a specified level. Similarly, the CCDR may direct preparation of internally-directed plans to a particular level of detail.

- **Level 1 (Commander's Estimate):** This level of planning involves the least amount of detail and focuses on producing multiple COAs to address a contingency. The product for this level can be a COA briefing, command directive, commander's estimate, or a memorandum with a required force list. The commander's estimate provides SecDef with military COAs to meet a potential contingency. The estimate reflects the commander's analysis of the various COAs available to accomplish an assigned mission and contains a recommended COA. (JP 5-0 II-23)
- **Level 2 (Base Plan):** A Base Plan (BPLAN) describes the [Concept of Operations] (CONOPS), major forces, concepts of support, and anticipated timelines for completing the mission. It normally does not include annexes [or a Time Phased Force Deployment Data (TPFDD)]. A BPLAN may contain alternatives, including FDOs, to provide flexibility in addressing a contingency as it develops or to aid in developing the situation. (JP 5-0 II-23)
- **Level 3 (Concept Plan):** CONPLAN is an [Operation Plan] OPLAN in an abbreviated format that may require

considerable expansion or alteration to convert it into a complete and detailed Level 4 OPLAN or an [Operations Order] OPORD. It includes a plan summary, a BPLAN, and usually includes the following annexes: A (Task Organization), B (Intelligence), C (Operations), D (Logistics), J (Command Relations), K (Communications), S (Special Technical Operations), V (Interagency Coordination), and Z (Distribution).

- o If the development of a TPFDD is directed for the CONPLAN, the planning level is designated as 3T. A troop list and TPFDD would also require that an Annex E (Personnel) and Annex W (Operational Contract Support) be prepared. (JP 5-0 II-23)
- Level 4 (**Operations Plan**): An [Operations Plan] OPLAN is a complete and detailed plan containing a full description of the CONOPS, all applicable annexes to the plan including a time-phased force and deployment list (TPFDL), and a transportation feasible notional TPFDD. The notional TPFDD phases unit requirements in the theater of operations at the times and places required to support the CONOPS. The OPLAN identifies the force requirements, functional support, and resources required to execute the plan and provide closure estimates for their flow into the theater. (JP 5-0 II-25)

10. Risk. Central to planning and execution at any level is the concept of *risk*. Using the general strategy model of ends, ways, and means, risk results from the imbalance of these three components. Merriam-Webster's dictionary defines risk as "the possibility that something bad or unpleasant (such as injury or loss) will happen." The DOD dictionary (JP 1-02) defines risk as "probability and consequence of loss linked to hazards." These definitions may not be entirely adequate for those advising senior leaders or conducting planning. The concept of risk resides firmly in the realm of decision-making. Risk has meaning when leaders weigh options to achieve desired objectives and assess the likelihood and magnitude of adverse outcomes. Those who write about risk often reside in academia or the business world where risks must be quantified to be useful. The discipline holds that risks can be accepted, avoided, transfer, or reducing. A whole industry – insurance – deals with offsetting or transferring risk.

In most cases, military professionals first experience the concept of risk with the operational risk management process when risks are identified and controlled by educating subordinates and establishing measures to avoid or reduce the probability of negative outcomes. At the lowest level, the holiday safety briefing to subordinates is perhaps the most well-known. Range safety briefings are other examples.

When planning military operations, commanders and staffs usually think about risk to mission accomplishment and risk to the force, but these are only elements of one TYPE of risk.

The two types of risk are *Strategic Risk* (risk to national interests) and *Military Risk* (risk to military objectives and to the Joint Force).

- **Strategic Risk** is the potential impact upon the United States- including the U.S. population, territory, civil society, critical infrastructure, and interests - of current and contingency events given their estimated consequences and probabilities (e.g. the security of the United States and its citizens).
- **Military Risk** is the estimated probability and consequence of the Joint Force's projected inability to achieve current or future military objectives (risk-to-mission), while providing and sustaining sufficient military resources (risk-to-force). In the context of the CRA, mil objectives come from the NMS.
 - **Risk to Mission** - operational risk and future challenges risk
 - Operational Risk (Risk-to-Mission) reflects the current force's ability to attain current military objectives called for by the current NMS, within acceptable human, material, and financial costs. A function of the probability and consequence of failure to achieve mission objs while protecting the force from unacceptable losses. 0-2 yrs
 - Future Challenges Risk (Risk-to-Mission) reflects the future force's ability to achieve future mission objectives over the near and mid-term (0-7 years) and considers the future force's capabilities and capacity to deter or defeat emerging or anticipated threats.
 - **Risk-to-force** - force management risk and institutional risk.
 - Force Management Risk (Risk-to-Force) reflects a Service and/or Joint Force Provider's ability to generate trained and ready forces within established rotation ratios and surge capacities to meet current campaign and contingency mission requirements; force management risk is a function of the probability and consequence of not maintaining the appropriate force generation balance ("breaking the force"). near-to mid-term (0-7 years).
 - Institutional Risk (Risk-to-Force) reflects the ability of organization, command, management, and force development processes and infrastructure to plan for, enable, and improve national defense. All three time horizons
 - Time Horizons: Near Term (0-2 yrs), Mid-term (3-7 yrs) and Far Term (8-20 yrs)

At the strategic level, senior national security professionals must have the ability to articulate risk to senior decision-makers at the national level who may not have a military or national security background. Therefore, campaign planners must expand the conventional categories of risk to encompass others that are relevant to people making strategic decisions. The risk categories below are not intended to be

prescriptive, since each planning situation is unique; there may be others not listed that should be considered and assessed.

- Mission – achieving campaign objectives.
- Forces – joint and coalition forces assigned, allocated, or apportioned.
- Time – expected duration of the campaign.
- Coalition – maintaining external political and material support.
- Commitment – maintaining domestic political and popular support.
- Escalation – adversary reactions that may require more resources.
- Resources – money, time, and interagency and intergovernmental participation.
- Inaction – likely or foreseeable trends that may lead to undesirable developments.

Once the staff develops categories of risk that are relevant to the campaign, risks can be assessed and managed using a logical framework, such as that depicted in Figure 2-6 below. The Joint Risk Analysis Methodology (JRAM), represented by the Joint Risk Framework, seeks first to increase an individual's understanding of risk and then to implement and monitor risk-based decisions. It provides a consistent, standardized way to assess risk and recommend risk mitigation measures. Joint doctrine mandates a risk assessment (specifically, risk to mission) as part of the mission analysis phase of the Joint Operation Planning Process. It also directs that risk be addressed during in-progress reviews (IPR). In addition to the *probability* and *consequences* of any particular source of risk, another dimension that should be considered is the *immediacy* of the risk, or how rapidly the risk may arise and impact operations. Immediacy affects the leader's ability to take timely mitigating activities to address the risk.

Risk Steps

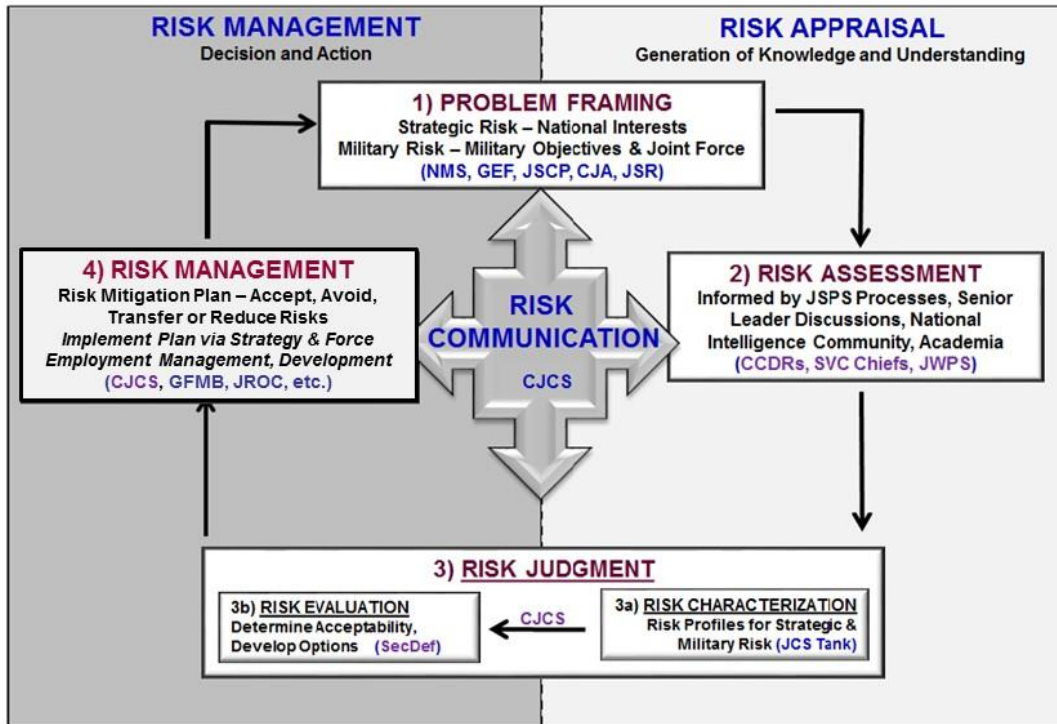


Figure 2-6: Joint Risk Framework
 (This is Figure 3 in CJCSM 3105.01 Joint Risk Analysis)

Another important source of guidance regarding risk is in the commander’s intent for the campaign or operation. Purpose, end state, and operational risk are the essential elements of intent. An explicit statement of where, when, and what kinds of risk will be accepted or rejected provides a way to prioritize effort in the absence of resources and allows subordinate commanders to better execute mission command.

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CHAPTER 3: Operational Design

1. Purpose. Operational design is the conception and construction of the framework that underpins a campaign or operation and its subsequent execution. The framework is built upon an iterative process that creates a shared understanding of the OE; identifies and frames problems within that OE; and develops approaches, through the application of operational art, to resolving those problems, consistent with strategic guidance and/or policy. The **operational approach**, a primary product of operational design, allows the commander to continue JPP, translating broad strategic and operational concepts into specific missions and tasks (see Figure IV-1) to produce an executable plan. (JP 5-0 IV-1)

Operational design is one of several tools available to help the JFC and staff understand the broad solutions for mission accomplishment and to understand the uncertainty in a complex OE. Additionally, it supports a recursive and ongoing dialogue concerning the nature of the problem and an operational approach to achieve the desired objectives. (JP 5-0 IV-6)

2. Spectrum of Design. All decision making involves a blend of art (envisioning something new) and science (creating something real). Each decision making tool, by design, leans toward enabling creativity (art) or enabling efficiency (science). Operational Design was introduced to overcome perceived weaknesses in other planning tools – namely that they were not creative or adaptive enough to deal with strategic and operational complexity. Of course there are strengths and weaknesses in each decision making tool and any can be used incorrectly if misapplied to the situation at hand. The argument over what tool(s) (Op Design, JPP, MDMP, MCPP, etc.) provide the correct mix continues among planners, planning communities, services, and US Government departments. There are even camps among those that use Op Design – those that lean towards less process in an effort to boost creativity, and those that lean towards more process to ensure the time used produces an effective and efficient product.

Joint Planning uses two processes that attempt to span the spectrum of art/creativity and science/efficiency: Operational Design (Op Design) and the Joint Planning Process (JPP). This chapter will describe Op Design and CH 4 will describe the JPP, but they should not be viewed as two separate and disconnected processes. They are symbiotic and interconnected

3. Joint and Army Design. Note that there are some differences in terminology between the Army's description of the "Army Design Methodology" in Army Doctrinal Reference Publication (ADRP) 5-0 *The Operations Process*, and the joint description of "Operational Design" in Joint Publication (JP) 5-0 *Joint Operation Planning*. Though

most of the differences are superficial, they are explainable largely by the purposes of the publications. ADRP 5-0 is intended to provide an approach to deal with any complex situation not just joint operations; from that perspective it has broader applicability. In slight contrast, JP 5-0 is intended for situations in which joint warfighters may find themselves; it is more narrowly focused on the requirements of joint operations. Thus, "operational design" can be thought of as a subset of the "Army design methodology." Both methods use the same logic and seek similar outcomes. While this campaign planning handbook remains consistent with joint doctrine in that it uses operational design terminology and logic, it incorporates some of the underlying thinking behind the Army design methodology so that operational design can be applied beyond the realm of joint warfare.

The two definitions highlight these distinctions: Army design methodology is a methodology for applying critical and creative thinking to understand, visualize, and describe unfamiliar problems and approaches to solving them (ADP 5-0). In Joint doctrine, operational design is defined as the conception and construction of the framework that underpins a campaign or major operation plan and its subsequent execution. (JP 5-0).

The critical and creative thinking that underpin operational design are not new. The great captains of history, from Sun Tzu to General U.S. Grant to Field Marshall Rommel, have all used this thinking. Hence, operational design is not a discovery, but instead is a reminder within a methodology for use by contemporary military and national security professionals to deal with an incredibly nuanced and complex global environment. **The goal of operational design is deeper and broader understanding, not closure. The JPP works seamlessly with operational design to provide the needed closure that will drive orders and action.**

Overarching these two processes, and demonstrating their interconnected nature is Operational Art. (See Figure 3-1)

Commanders, skilled in the use of operational art, provide the vision that links strategic objectives to tactical tasks through their understanding of the strategic and OEs during both the planning and execution phases of an operation or campaign. More specifically, the interaction of operational art and operational design provides a bridge between strategy and tactics, linking national strategic aims to operations that must be executed to accomplish these aims and identifying how to assess the impact of the operations in achieving the strategic objectives. Likewise, operational art promotes unified action by helping JFCs and staffs understand how to facilitate the integration of other agencies and multinational partners toward achieving strategic and operational objectives. (JP 5-0 pg IV-4)

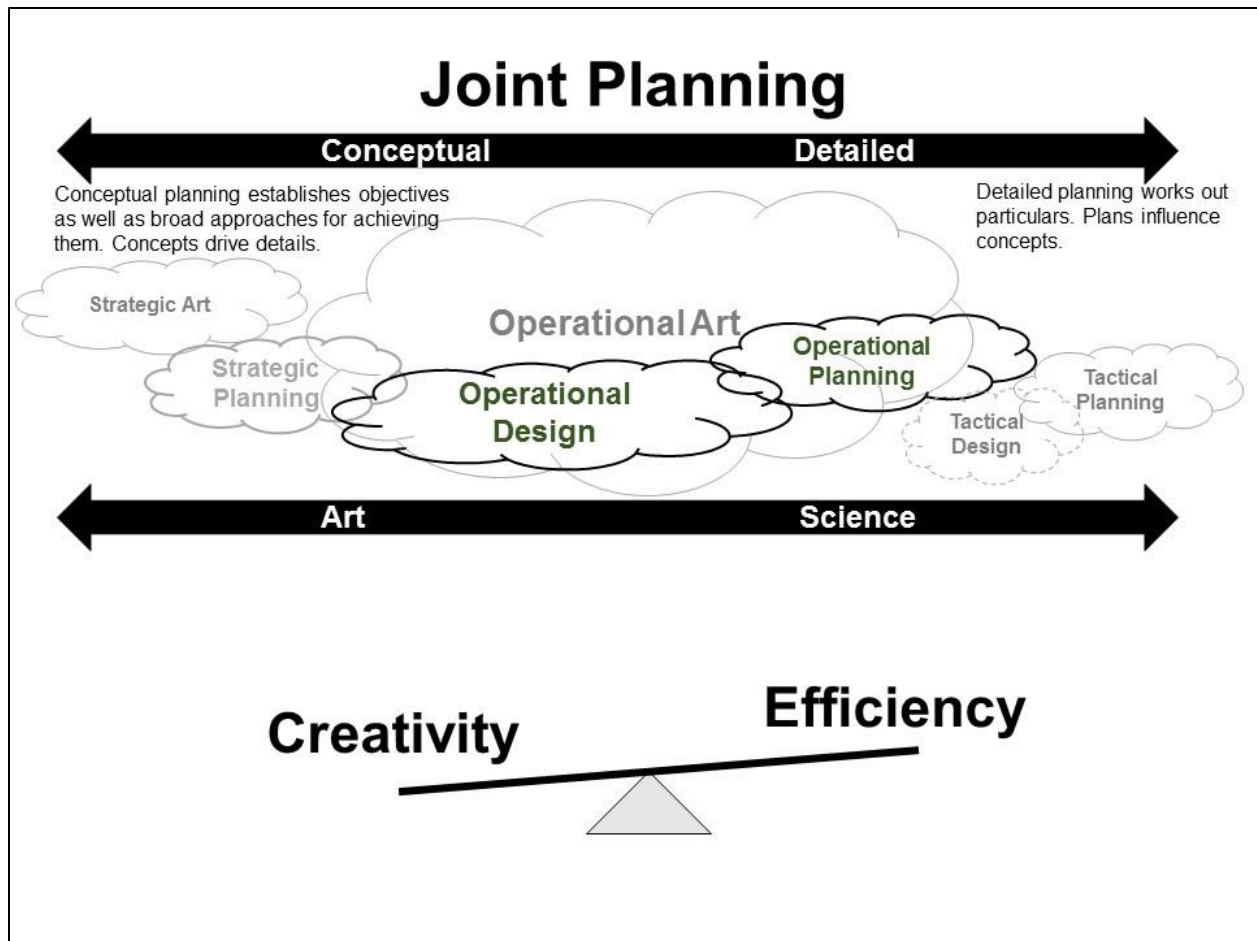


Figure 3-1: Joint Design and Planning (Conceptual-Detailed)

4. Elements of Operational Design. The elements of Operational Design provide some structure to Operational Design. JP 5-0 list them all under “design” tools, ATP 5-0.1 (Army Design) puts them all within Operational Art. The distinction is not important if planners use them at the right time to promote efficiency, while ensuring they don’t inhibit the creativity that Operational Design is aiming for. The elements are:

- Termination
- Military end state
- Objectives
- Center of Gravity
- Decisive Points
- Lines of Operation and lines of effort
- Direct and indirect approach
- Anticipation
- Operational reach
- Culmination
- Arranging Operations
- Forces and functions

Note: For a detailed discussion of the Elements of Operational Design – see JP 5-0, CH IV (Op Art and Op Design), Section C (Elements of Op Design)

5. Divergence and Convergence. Another way to describe the ebb and flow of Operational Design and JPP is the idea of ‘Divergence’ and ‘Convergence’. Figure 3-2 shows a way to graphically represent an operational design approach to strategy formulation and campaigning. Note that this figure shows that taking action (via convergent thinking, coming to closure, and issuing orders that drive this action) will likely **change** the operational environment, recursively requiring divergent thinking and possibly reframing of the environment.

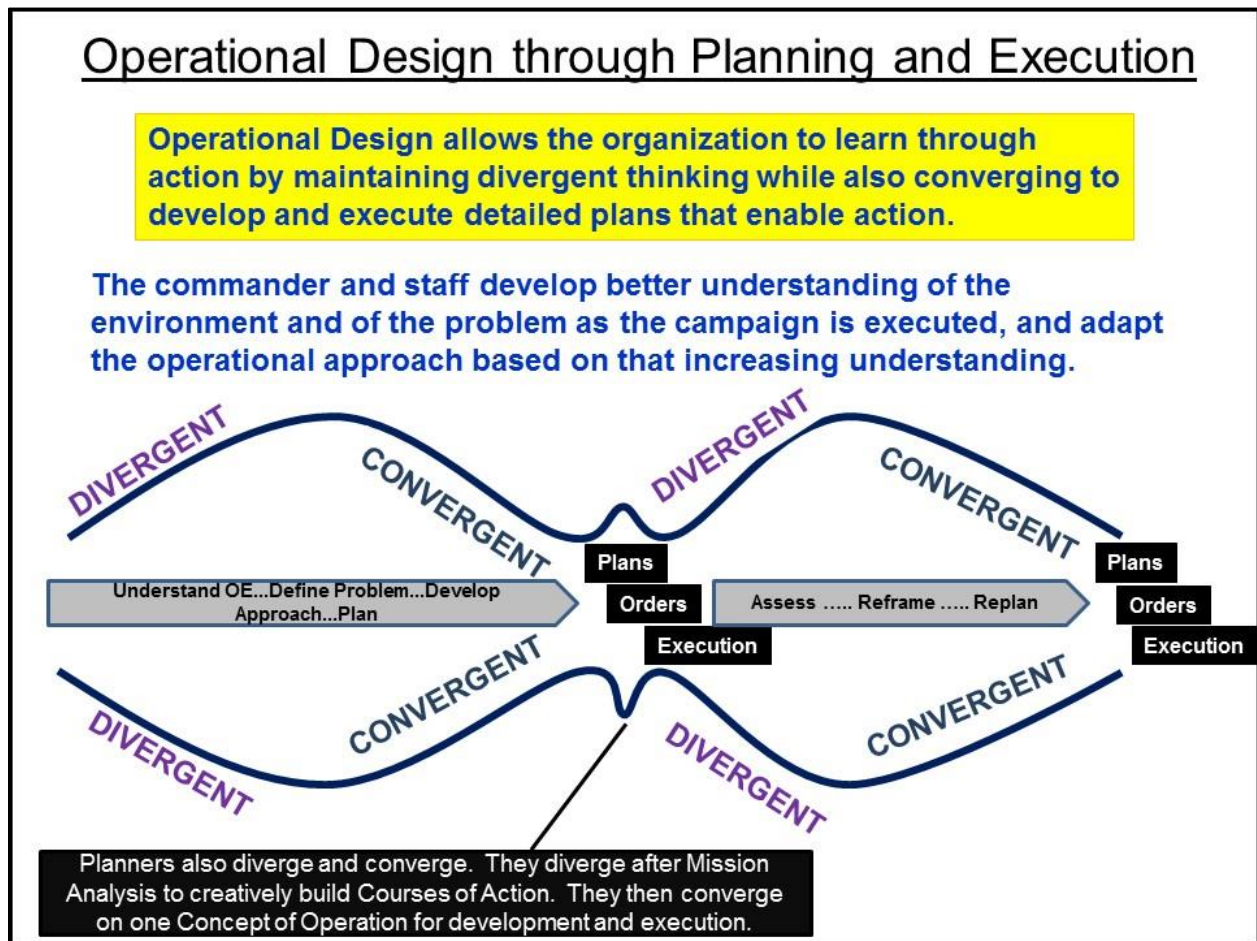


Figure 3-2: Divergence and Convergence in Planning and Execution

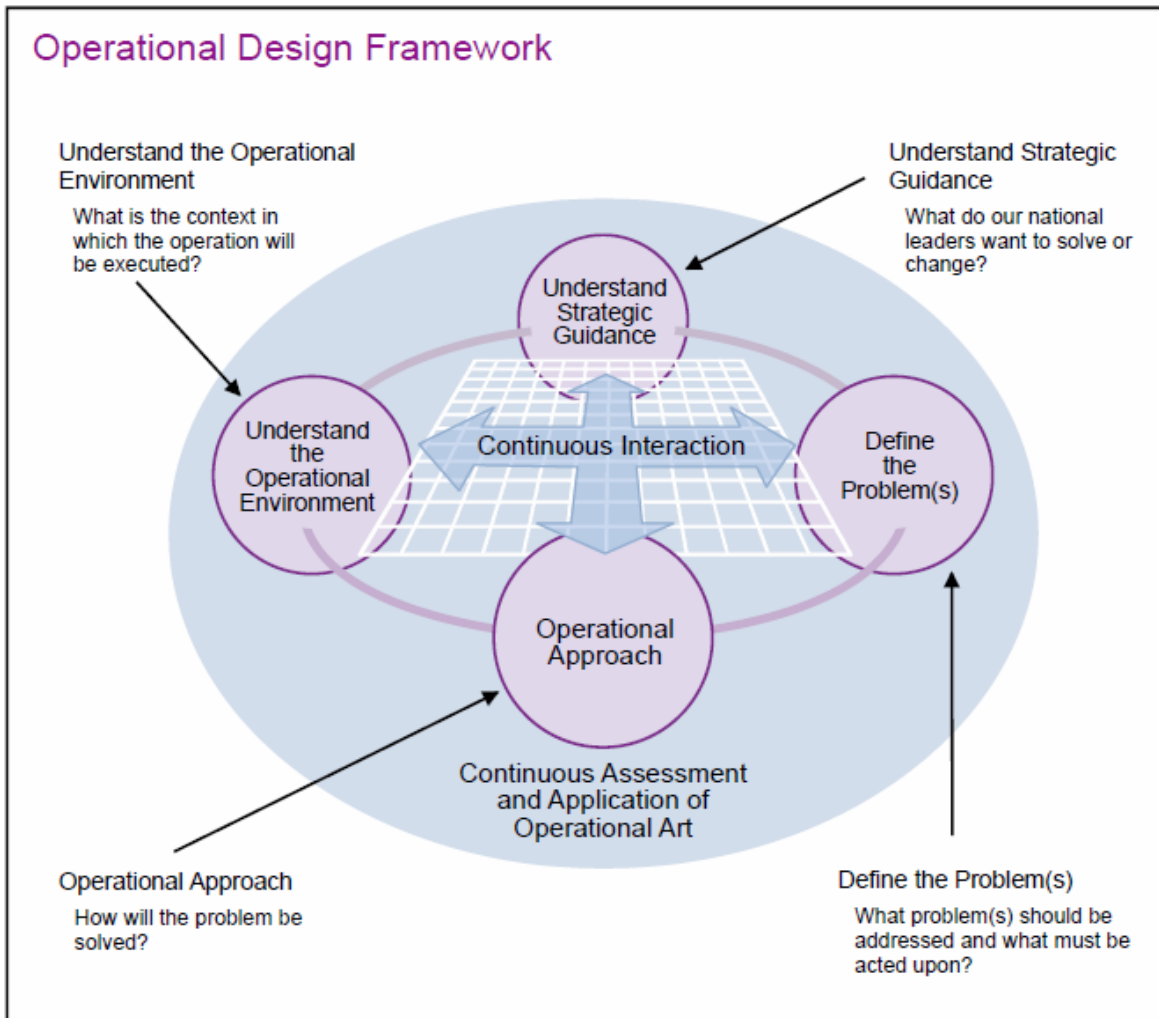
Operational Design enables a staff to diverge its thinking, gaining a broader understanding of context before beginning to creatively converge on a conceptual operational approach to a problem. The JPP then analyzes that conceptual approach, diverges from the identified mission to find multiple Courses of Action (COAs) and then converges again to settle on one Concept of Operation (CONOP). As the situation develops, the commander and staff then diverge their thinking again to understand and

adapt. Deciding between divergence and convergence is one of the first challenges designers/planners face.

Some questions you may ask to determine if you should spend time developing the conceptual framework through the use of operational design might be:

- Do we know enough about the situation to move forward in a meaningful way? Is a course of action clear and evident?
- Are the actions we are taking having unexpected and/or surprising effects?
- Is the problem so familiar and solution so obvious that we already know what to do (a heuristic, or standard operating procedure)?
- Do we know what end state conditions we are trying to achieve, or are the desired end state conditions unclear?
- Are actions and techniques that were originally effective now falling short of achieving the desired impact?

6. Frames and Activities. There are four major components [i.e. frames] to operational design. The components have characteristics that exist outside of each other and are not necessarily sequential. However, an understanding of the OE and problem must be established prior to developing operational approaches. (JP 5-0 IV-6) (See Figure 3-3 below)



**Figure 3-3: Operational Design Framework
(This is Figure IV-3 in JP 5-0)**

The real power of operational design comes from the synthesis of all four frames. They really are not separate activities, but four areas of thinking in the same methodology. They are totally iterative and a better understanding of one frame will lead to a deeper understanding of the other frames. To frame the environment, you cannot help but see the competing trends emerge which will help to better define the problem. As you see a potential operational approach emerging, you may discover new problems or need to modify existing ones and ask more questions about the environment. As you analyze the operational approach and look for ways to avoid or mitigate undesired effects, you will likely redefine the problem and see aspects of the environment that you had not previously understood. As you work with operational design, you will get more comfortable working the frames iteratively, so it will feel less and less like four separate frames and more like a single, **synthetic**, cognitive approach.

7. Conducting Operational Design. The details of the methodology described below combines elements of the Army design methodology (as described in ADRP 5-0),

operational design (as described in JP 5-0), and some of the techniques for conducting the Army design methodology from the Army Techniques Publication 5-0.1 into one that works for the JFC.

The commander and his operational planning team should use a set of interconnected cognitive activities to help build their understanding of the situation and visualization of the campaign. These iterative activities constitute a methodology for the commander and his team to learn about the answers to four broad questions:

- What do our national leaders want to solve?
- What is the context in which the campaign will be conducted?
- What problem is the campaign intended to solve?
- What broad, general approach for the campaign could solve the problem?

The deliberation on these four questions is iterative and recursive--that is, as one question is answered, new questions will be generated, and questions already asked may be asked again to gain deeper understanding. The purpose of the dialogue is to develop an operational approach that can be turned into an executable campaign plan, or into modifications to an existing plan, and can be continued throughout the campaign to help determine when adaptation to the plan is appropriate.

Those conducting operational design collaborate extensively with all parties who are interested in the problem or have knowledge about the problem that may help enlighten the operational approach. Inclusion of interagency and coalition partners, as well as the whole range of those with unique expertise or broadening perspectives, is absolutely critical. Not only will the analysis be richer, but such collaboration might also enable broader "buy-in" by other agencies early on, and then continuously. Dialogue between echelons of command is also critical to gain the best understanding possible.

a. **Methodology.** JP 5-0 lays out a general methodology for conducting design. Laid out sequentially in written form, they are better viewed as interconnected. Since work in one will lead to changes in others, prudent designers will attempt to work them synthetically and iteratively, vice step-by-step.

(1) Understand and Frame Strategic Guidance

- Understand the strategic direction and guidance.
- Understand the strategic environment (policies, diplomacy, and politics).

(2) Understand and Frame the Operational Environment

- Understand the OE.

(3) Understand and Frame the problem

- Define the problem.
- Identify assumptions needed to continue planning (strategic and operational assumptions).

(4) Develop an Operational Approach

- Develop options (the operational approach).
- Identify decisions and decision points (external to the organization).
- Refine the operational approach(es).
- Develop planning guidance. (JP 5-0 pg IV-6-7)

b. **Understand and Frame Strategic Guidance.** Aiming to frame the challenges, and boundaries, of what national leaders are seeking, this frame asks “What are we trying to accomplish? What does the guidance we’re receiving mean in the context of previous guidance? What objectives do the various leaders envision?” Strategic direction from strategic guidance documents can be vague, incomplete, outdated or conflicting. Add to that the complexity of layering on verbal guidance, implied (or specified) ideas provided in public speeches, intermediaries interpretations, and things “not said.” Some of the guidance may be contradictory or ambiguous and should be questioned for the sake of clarity. Part of the design approach is to enable collaborative dialogue up and down levels of command to discern a common view of ongoing events and of what the intended guidance means.

(1) Understand and Frame the strategic direction and guidance.

(a) The commander and staff must analyze all available sources of guidance. These sources include written documents, such as the GEF and JSCP, written directives, oral instructions from higher headquarters, domestic and international laws, policies of other organizations that are interested in the situation, communication synchronization guidance, and higher headquarters’ orders or estimates. Strategic direction from strategic guidance documents can be vague, incomplete, outdated, or conflicting. This is due to the different times at which they may have been produced, changes in personnel that result in differing opinions or policies, and the staffing process where compromises are made to achieve agreement within the documents. (JP 5-0 IV-7)

(b) During planning, commanders and staff must read the directives and synthesize the contents into a concise statement...the JFC and staff should obtain clear, updated direction through routine and sustained civilian-military dialogue throughout the planning process. When clarification

does not occur, planners and commanders identify those areas as elements of risk. (JP 5-0 IV-7)

(c) While policy and strategic guidance clarify planning, it is equally true that planning informs policy formulation...Subordinate commanders should be aggressive in sharing their perspective with their higher headquarters, and both should resolve differences at the earliest opportunity. (JP 5-0 IV-8)

(d) Commanders maintain dialogue with leadership at all levels to resolve differences of interpretation of higher-level objectives and the ways and means to accomplish these objectives. (JP 5-0 IV-8)

(e) The President and SecDef may establish a set of **operational objectives**. However, in the absence of coherent guidance or direction, the CCDR/JFC may need to collaborate with policymakers in the development of these objectives. Achievement of these objectives should result in contributing to the **strategic objective—the broadly expressed conditions that should exist after the conclusion of a campaign or operation**. Based on the ongoing civilian-military dialogue, the CCDR will determine the **military end state** and military objectives, which define the role of military forces. These objectives are the basis for operational design. (JP 5-0 IV-9)

(f) Eventually the commander and staff must decide what they will work with, and what is outside the scope of the current challenge. Deciding what fits within the frame of relevant strategic guidance does not negate other guidance, it simply determines what is relevant at the time (think “Area of Operation”) and what is just outside the frame but matters (think Area of Influence) and what is outside the frame and still of interest (think Area of Interest). Determining and communicating the CCMD’s “Strategic Guidance Frame” ensures all relevant actors know which parts of the systems of systems the CCMD will focus on.

(2) Understand the strategic environment (policies, diplomacy, and politics).

(a) Commanders and planners build an understanding of the strategic environment. This forms boundaries within which the operational approach must fit. Some considerations are:

- What actions or planning assumptions will be acceptable given the current US policies and the diplomatic and political environment?

- What impact will US activities have on third parties (focus on military impacts but identify possible political fallout)?
- What are the current national strategic objectives of the USG? Are the objectives expected to be long lasting or short-term only? Could they result in unintended consequences (e.g., if you provide weapons to a nation, is there sufficient time to develop strong controls so the weapons will not be used for unintended purposes)? (JP 5-0 IV-9)

(b) Strategic-level considerations of the OE are analyzed in terms of geopolitical regions, nations, and climate rather than local geography and weather. Nonmilitary aspects of the OE assume increased importance at the strategic level. (JP 5-0 IV-9)

(c) The JIPOE (Joint Intelligence Preparation of the Operational Environment) assists in the process.

c. Understand and Frame the Environment. The environmental frame describes the context of the situation. It describes how the environment has been formed in its current state and how it may trend to the future. The commander and his operational planning team analyze the current environmental conditions and determine what the desired future environment should look like. The environmental frame should also describe the alternative future environments that other relevant actors may desire (or that which might exist if the team takes no action at all), so they can consider this in developing an operational approach that will not only meet our end state, but also preclude the undesirable aspects of opposing end states. The team will compare the current environment to the friendly desired end state and identify those conditions that need to be different to enable end state achievement, while also considering the *natural tendency* of those conditions to move to a particular state in the absence of our activity. This natural tendency is critical, as it is the basis on which the team must act to achieve their desired conditions.

In framing the OE, commanders can ask questions such as:

- *What's going on?*
- *Why has this situation developed?*
- *What is causing conflict among the actors?*
- *What are the strengths and weaknesses of the relevant actors?*
- *What does it mean?*
- *Why is the situation (or the projected future situation) undesirable?*
- *What's the real story?*
- *What conditions need to exist for success?*
- *What are indicators that we are on the path to success?*

- *What are indicators that we are going in the wrong direction?*

As with Strategic Guidance, there is more out there than any team can handle. The commander and staff must attempt to understand the environment well enough to decide what parts of the environmental system they will work with, and what is outside the scope of the current challenge. Deciding what fits within the “Environmental Frame” scopes the challenge, the relevant actors, etc. It does not negate other parts of a CCMD’s environment; it simply determines what is relevant at the time (again, think logical “Area of Operation”), what is just outside the frame but matters (think logical Area of Influence) and what is outside the frame, and while interesting, is not relevant (think logical Area of Interest). Determining and communicating the CCMD’s

“Environmental Frame” ensures all relevant actors know which parts of the systems of systems the CCMD will focus on. For example, if a CCMD decides to frame the planning team’s environment to Korea, it doesn’t negate the South China Sea challenges and how they might impact Korea...but it does put it out of the planning team’s focused efforts.

(1) Understand the OE.

(a) The OE is the composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander. It encompasses physical areas and factors of the air, land, maritime, and space domains; the electromagnetic spectrum; and the information environment (which includes cyberspace). Included within these areas are the adversary, friendly, and neutral actors that are relevant to a specific joint operation. (JP 5-0 IV-10)

One way of viewing these interrelated challenges for most military operational situations is from a systems perspective. In doing so, it is critical to consider the relationships between key elements of the system in order to understand causation. That is, an understanding of what is causing the environment to trend in an unfavorable direction and what would be required to cause it to trend in a more favorable one. Understanding causation requires an understanding of the adversarial, environmental, and friendly systems. The initial task is to develop a baseline of information on the adversaries, on ourselves, and on relevant neutral or other interested parties by collecting and analyzing a wide array of data.

(b) The JIPOE process is a comprehensive analytic tool to describe all aspects of the OE relevant to the operation or campaign. (JP 5-0 IV-10)

(c) The commander must be able to describe both the current state of the OE and the desired state of the OE when operations conclude (desired military end state) to visualize an approach

to solving the problem. Planners can compare the current conditions of the OE with the desired conditions. Identifying necessary objective conditions and termination criteria early in planning will help the commander and staff devise an operational approach with LOEs/LOOs that link each current condition to a desired end state condition. (JP 5-0 IV-10)

(d) In analyzing the current and future OE, the staff can use a PMESII analytical framework to determine relationships and interdependencies relevant to the specific operation or campaign. (JP 5-0 IV-10)

Analysis must ensure that the creation of PMESII lists moves beyond mere categorization of information and determines the relevant and critical relationships between the various actors and aspects of the environment in order to understand causation. PMESII is useful in this process, however, the planning team must be careful not to stovepipe the analysis – the most important analysis leads to an understanding of the dynamics of the relationships *between* the various parts of the environment that are categorized in the PMESII lists. This analysis produces a holistic view of the relevant enemy, adversary, neutral, and friendly systems as a complex whole, within a larger system that includes many external influences. While identifying the nodes and links within a system may be useful in describing important aspects of the OE, more important is describing the **relevant relationships** within and between the various systems that directly or indirectly affect the problem at hand. Commanders and staffs must understand that relationships, especially those dealing with human interaction, are extremely dynamic. These dynamic relationships often make it difficult to determine clear causality, which makes it difficult to know if actions taken in the context of the operational approach will ultimately be effective. This reinforces the importance of the iterative nature of operational design and “learning as you act.”

Note: Appendix C provides some points to consider and questions to ask during analysis.

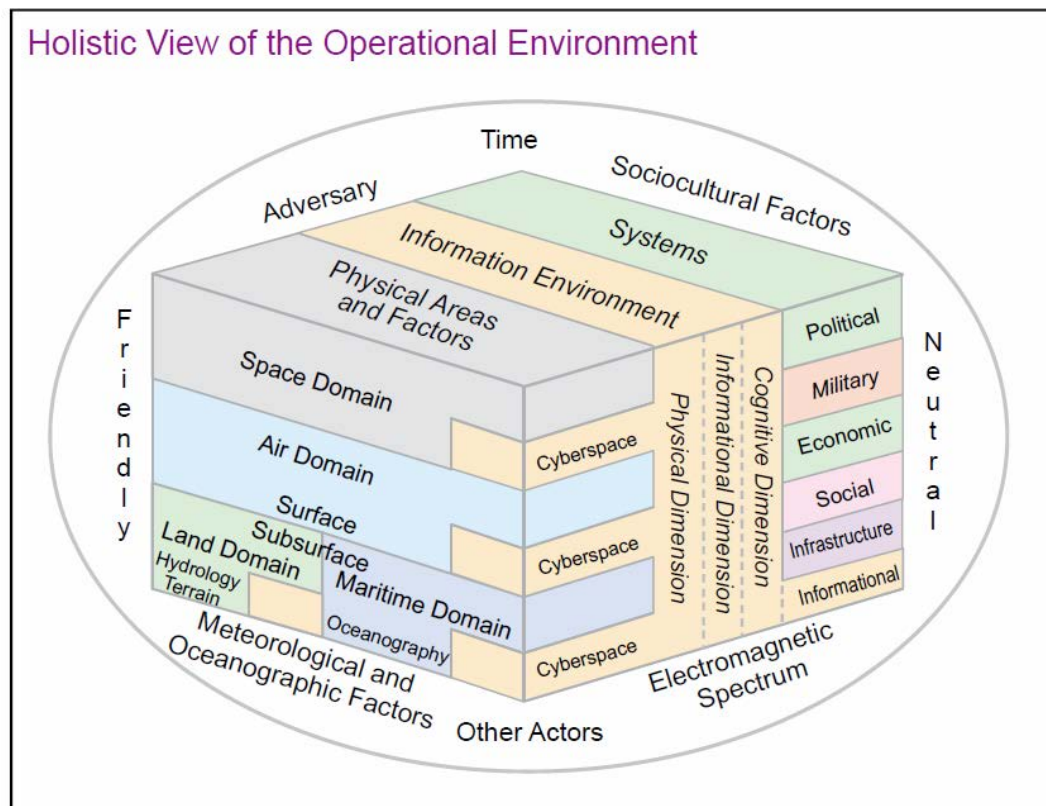


Figure: 3-4: Holistic View of the Operational Environment (OE)
(This is figure IV-5 in JP 5-0)

(e) Key Inputs -

- Strategic Guidance,
- Nature of the Conflict,
- Relevant history,
- Physical and information factors (air, land, maritime, and space domains, the electromagnetic spectrum, and the information environment [includes cyberspace]),
(See Figure 3-4)
 - o Geographical features and meteorological and oceanographic characteristics.
 - o Population demographics (ethnic groups, tribes, ideological factions, religious groups and sects, language dialects, age distribution, income groups, public health issues).
 - o Social and cultural factors of adversaries, neutrals, and allies in the OE (beliefs, how and where they get their information, types and locations of media outlets).
 - o Political and socioeconomic factors (economic system, political factions, tribal factions).
 - o Infrastructure, such as transportation, energy, and information systems.
 - o Operational limitations such as rules of engagement (ROE), rules for the use of force (RUF), or legal restrictions on military operations as specified in US law, international law, or HN agreements.
 - o All friendly, adversary, and enemy conventional, irregular, and paramilitary forces and their general capabilities and strategic objectives (including all known and/or suspected chemical, biological, radiological, and nuclear threats and hazards).
 - o Environmental conditions (earthquakes, volcanic activity, pollution, naturally occurring diseases).
 - o Location of toxic industrial materials in the area of interest that may produce chemical, biological, radiological, or nuclear hazards.
 - o Psychological characteristics of adversary decision making.
 - o All locations of foreign embassies, international organizations, and NGOs.
 - o Friendly and adversary military and commercial capabilities provided by assets in space, their

current or potential use, and critical vulnerabilities.

- o Knowledge of the capabilities and intent, COGs, and critical vulnerabilities of forces, individuals, or organizations conducting cyberspace operations.
- o Financial networks that could impact the adversary's ability to sustain operations.
- Analysis (opposing, neutral, friendly)
 - o Tendencies and Potentials - Tendencies reflect the inclination to think or behave in a certain manner. Tendencies are not considered deterministic but rather model the thoughts or behaviors of relevant actors. Tendencies help identify the range of possibilities that relevant actors may develop with or without external influence. Once identified, commanders and staffs evaluate the potential of these tendencies to manifest within the OE. **Keep in mind that the OE continues to move forward, so the planning team needs to project the current OE into the future to be able to affect it. If no outside actors influence the OE, it will still change due to inherent tendencies in the system. It is important to understand the natural tendencies of the system, and project what the conditions will be through this system inertia. Given the natural tendencies of the OE, we may be able to better define our desired end state. The team may also be able to use this insight to help form their operational approach. The point of time for the projection in the future depends on the timeframe of the campaign.**
 - o Describe the key conditions that must exist in the future OE to achieve the objectives. Planners should put a temporal aspect to this set of conditions in order to be able to conduct feasibility and acceptability analyses.
 - o Determine the objectives of relevant actors affecting the OE. These actors will have different sets of conditions for achieving their respective objectives.

(f) Key Outputs

- Description of the current operational environment
 - o Systems perspective of the operational environment
 - o Impacts of physical and information factors on the operational environment
 - o Friendly/enemy COGs

- Description of the desired operational environment
 - Military end state - set of required conditions that defines achievement of all military objectives. It normally represents a point in time and/or circumstances beyond which the President does not require the military instrument of national power as the primary means to achieve remaining national objectives. (JP 5-0 IV-20)
 - An example of a national strategic end state:
 - *An economically-viable and stable Country X, without the capability to coerce its neighbors.*
 - An example of a military end state is:
 - *Country X is unable to project military power against its neighbors.*
 - Termination criteria - the specified standards approved by the President and/or SecDef that must be met before military operations can be concluded. Termination criteria are a key element in establishing a military end state. Termination criteria describe the conditions that must exist in the OE at the cessation of military operations. The conditions must be achievable and measurable... (JP 5-0 IV-19)
 - Some examples of termination criteria are:
 - *Country Y's borders are secure.*
 - *Country Y's national army is sufficient to repel internal rebellion.*
 - *Country X no longer poses an offensive capability robust enough to defeat countries within the region.*
- Description of the opposing end states (JP 5-0 IV-11)

d. **Understand and Frame the Problem.** As the JFC's understanding of the environment matures, tensions and problems come into sharper focus. The commander tries to find the explanation for the conflict through framing the problem. Though the root causes of the problem may be identifiable, they may not be solvable. In framing, the planning team is trying to find the problem(s) that can be solved, mitigated, or managed which will ultimately help achieve the conditions of the desired end state. This includes seeking a clear understanding of which of the resulting tensions must be solved to achieve the desired end state, as well as where there are opportunities presented by the convergence with other actors' desired conditions. Once again, a decent analogy is that the problem the CMD decides to solve is its logical AO, the problems just outside the frame that will influence the problem is the logical Area of

Influence, and the parts of the problem that must be monitored but not acted upon is the logical Area of Interest.

Commanders may ask questions like:

- *What needs to change?*
- *What doesn't need to change?*
- *What are the opportunities and threats?*
- *How do we go from the existing conditions to the desired conditions?*
- *What tensions exist between the current and desired conditions?*
- *What tensions exist between our desired conditions and adversaries' desired conditions?*
- *What are the risks in going to the desired conditions?*

(1) Define the problem.

(a) Defining [or more accurately "Framing"] the problem is essential to addressing the problem. It involves understanding and isolating the root causes of the issue at hand—defining the essence of a complex, ill-defined problem. (JP 5-0 IV-14)

(b) Defining the problem begins with a review of the tendencies and potentials of the relevant actors and identifying the relationships and interactions among their respective desired conditions and objectives. (JP 5-0 IV-14)

(c) The problem statement articulates how the operational variables can be expected to resist or facilitate transformation and how inertia in the OE can be leveraged to ensure the desired conditions are achieved...The problem statement identifies the areas for action that will transform existing conditions toward the desired end state...It identifies areas of tension and competition—as well as opportunities and challenges—that commanders must address to transform current conditions to attain the desired end state. (JP 5-0 IV-14)

(d) Critical to defining the problem is determining what needs to be acted on to reconcile the differences between existing and desired conditions. (JP 5-0 IV-14)

(e) Identify and articulate:

- Tensions between current conditions and desired conditions at the end state.
- Elements within the OE which must change or remain the same to attain desired end states.

- An important part of problem framing is to determine what relevant factors and relationships in the OE need to be acted on to reconcile the possible OE condition sets. Some of the conditions are critical to success while others are less so. In identifying the problem, the operational planning team restates the tensions and opportunities between our desired future conditions and the alternative future conditions, and identifies those areas of tension and opportunity that merit further consideration as candidates for possible intervention. (See Figure 3-5 below)
- Opportunities and threats that either can be exploited or will impede the JFC from attaining the desired end state.
- Operational limitations. (JP 5-0 IV-14)

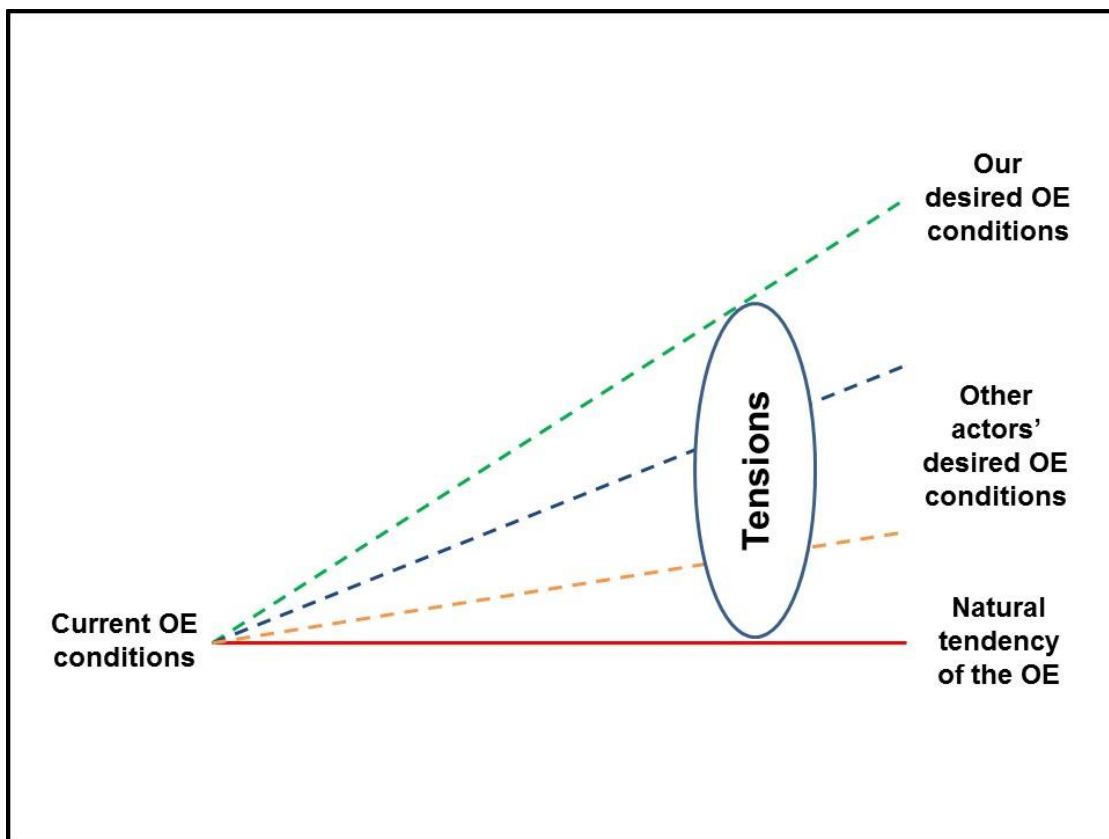


Figure 3-5: Tensions that Describe the Problem

(f) Though it is important to understand the root causes of the divergence of the OE from the desired end state conditions, the planning team may not be able to, or even need to, address the root causes to achieve the desired conditions. Instead, they should be interested in identifying their problem(s) – and what they must do to achieve their desired conditions. For example, if the planning team is in a combatant command, the problem is how to apply military power in coordination with other instruments of national power to achieve desired military conditions. Operational design might reveal

several problems well beyond the remit of the JFC. In these cases, other governmental or non-governmental agencies should take the lead to resolve or manage them.

(g) Center of Gravity Analysis. Connected to the tensions explored in understanding the problem is understanding the Center of Gravity of the enemy/problem(s) faced, and your own. While JP 5-0 puts COG analysis within the Environmental Frame, the USAWC believe it is better placed in the Problem Frame since COGs exist in an adversarial context involving a clash of moral wills and/or physical strengths. (JP 5-0 IV-23). Until the tensions and adversaries that create a “problem” are considered, there really isn’t a set of COGs (friendly and adversary).

A Center of Gravity is a source of power that provides moral or physical strength, freedom of action, or will to act...An objective is always linked to a COG. There may also be different COGs at different levels, but they should be nested. At the strategic level, a COG could be a military force, an alliance, political or military leaders, a set of critical capabilities or functions, or national will. At the operational level, a COG often is associated with the adversary’s military capabilities—such as a powerful element of the armed forces—but could include other capabilities in the OE. The COG construct is useful as an analytical tool to help JFCs and staffs analyze friendly and adversary sources of strength as well as weaknesses and vulnerabilities. COGs are formed out of the relationships between adversaries, and they do not exist in a strategic or operational vacuum. (JP 5-0 IV-23)

* Planners should analyze COGs within a framework of three critical factors:

- Critical capabilities - the primary abilities essential to the accomplishment of the objective.
- Critical requirements - essential conditions, resources, and means the COG requires to perform the critical capability.
- Critical vulnerabilities - those aspects or components of critical requirements that are deficient or vulnerable to direct or indirect attack in a manner achieving decisive or significant results. In general,

(h) A concise problem statement is used to clearly define the problem or problem set to solve. It considers how tension and competition affect the OE by identifying how to transform the current conditions to the desired end state—before adversaries begin to transform current conditions to their desired end state. The statement broadly describes the requirements for

transformation, anticipating changes in the OE while identifying critical transitions. (JP 5-0 IV-15)

An example problem statement follows:

The inability of Afghan National Security Forces (ANSF) to defeat insurgent and jihadist forces within Afghanistan, despite access to external financing and resources, threatens the U.S. objective of withdrawing its combat formations within the next two years.

Alternatively, a problem narrative may be used:

Insurgent and jihadist forces still hold the security of Afghanistan at risk. The ANSF is not yet ready to assume full security responsibilities from the International Security Assistance Force (ISAF) and it is not clear that they will be able to sustain security after transition, even with enough financial and resource support from outside entities. Within the next two years, the ANSF must complete the transition of security responsibilities from ISAF and be capable of providing security within Afghanistan. The ANSF will need continuing and residual assistance to reach these conditions.

(2) Identify assumptions needed to continue planning (strategic and operational assumptions).

(a) Where there is insufficient information or guidance, the commander and staff identify assumptions to assist in framing solutions. [They] should be phrased in terms of will or will not (rather than using "should" or "may") in order to establish specific conditions that enable planning to continue. (JP 5-0 IV-15 & 16)

(b) [Planners should] regularly discuss planning assumptions with OSD and DOD leadership to see if there are changes in policy or guidance that affect the planning assumptions (examples could be basing or access permissions, allied or multinational contributions, alert and warning decision timelines, or anticipated threat actions and reactions). (JP 5-0 IV-16)

e. Develop an Operational Approach. The conceptualization of this operational approach results from a synthesis of the understanding gained up to that point through the environment and problem frames. The purpose of developing the operational approach is threefold. First, it provides focus and boundaries to the development of courses of action. Second, it defines the solution hypothesis that becomes the basis for execution and assessments through the campaign. Third, it enables continued synthesis by looking at the strategic guidance, environment frame and problem frames through the lens of the operational approach.

(1) Develop the operational approach.

(a) The operational approach will underpin the operation and the detailed planning that follows. (JP 5-0 IV-17)

(b) The operational approach is a commander's description of the broad actions the force can take to achieve an objective in support of the national objective or attain a military end state. It is the commander's visualization of how the operation should transform current conditions into the desired conditions—the way the commander envisions the OE at the conclusion of operations to support national objectives. (JP 5-0 IV-16)

(c) While the elements of Operational Design are considered throughout the process, it is during this stage of the Op Design methodology where the elements stand out the most. They help frame the operational approach in terms that planners can later use to continue into the JPP.

(d) Termination - Termination criteria are the specified standards approved by the President and/or SecDef that must be met before military operations can be concluded. Termination criteria are a key element in establishing a military end state. Termination criteria describe the conditions that must exist in the OE at the cessation of military operations. The conditions must be achievable and measurable... (JP 5-0 IV-19)

(e) Military end state - Military end state is the set of required conditions that defines achievement of all military objectives. It normally represents a point in time and/or circumstances beyond which the President does not require the military instrument of national power as the primary means to achieve remaining national objectives. As such, the military end state is often closely tied to termination. While it may mirror many of the conditions of the national strategic end state, the military end state typically will be more specific and contain other supporting conditions. (JP 5-0 IV-20) (See Figure 3-6 to understand how these end states nest with other types of ends)

(f) Objectives - Once the military end state is understood and termination criteria are established, operational design continues with development of strategic and operational military objectives. An objective is clearly defined, decisive, and attainable. **There are** four primary considerations for an objective.

- An objective establishes a single desired result (a goal).
- An objective should link directly or indirectly to higher level objectives or to the end state.
- An objective is specific and unambiguous.
- An objective does not infer ways and/or means—it is not written as a task.

Examples of military objectives might be:

Pre-hostility borders between Country X and Country Y. restored

Country X's offensive military capabilities reduced to a level that prevents it from attacking neighboring countries.

Country X no longer supports regional insurgent and/or terrorist groups that threaten stability in neighboring countries.

Country X possesses only defensive capabilities and is integrated into regional cooperative defense arrangements.

(g) Effects - a physical and/or behavioral state of a system that results from an action, a set of actions, or another effect. A desired effect can also be thought of as a condition that can support achieving an associated objective, while an undesired effect is a condition that can inhibit progress toward an objective. There are four primary considerations for writing a desired effect statement.

- Each desired effect should link directly to one or more objectives.
- The effect should be measurable.
- The statement should not specify ways and means for accomplishment.
- The effect should be distinguishable from the objective it supports as a condition for success, not as another objective or a task.

End State – Objectives – Effects – Tasks

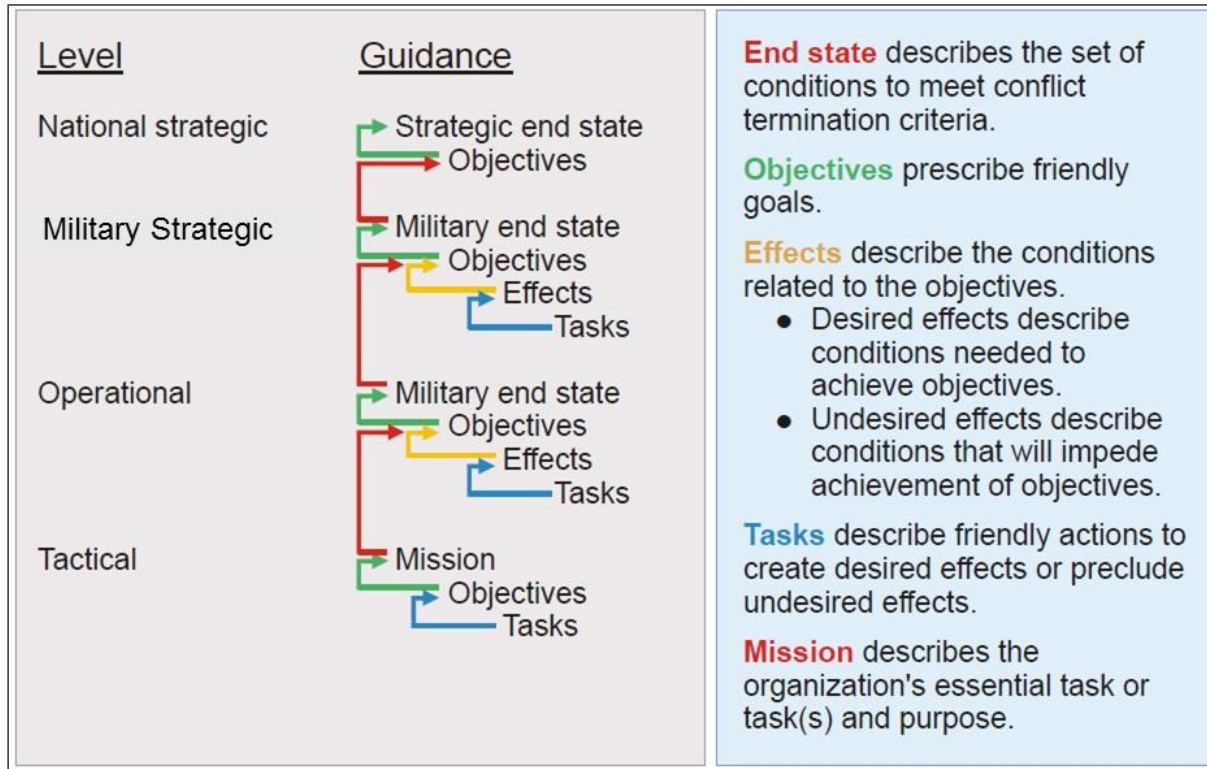


Figure 3-6: Endstate – Objectives – Effects – Tasks
(This is Figure IV-8 in JP 5-0)

(h) Forces and functions - Commanders and planners can plan campaigns and operations that focus on defeating either enemy forces, functions, or a combination of both.

(i) Decisive Points - a geographic place, specific key event, critical factor, or function that, when acted upon, allows a commander to gain a marked advantage over an enemy or contributes materially to achieving success (e.g., creating a desired effect, achieving an objective). Decisive points can greatly influence the outcome of an action. Although decisive points are usually not COGs, they are the keys to attacking or protecting them.

- DPs may be physical in nature, such as a constricted sea lane, a town, WMD capabilities, or destruction or neutralization of a key insurgent group. Key events such as an election, repair of damaged key infrastructure, control of a population center, or establishment of a competent local police force, may be DPs. In still other cases, DPs

may be systemic, such as political linkages among key leaders of the regime; trust among a particular influential social group; or discrediting an adversary leader.

- At times, the planning team may not be able to find a vulnerability associated with a critical capability, and instead may have to attack its strength to uncover or create a vulnerability that can be exploited. Exploitation of one vulnerability in one area may well expose vulnerabilities in other areas. For example, disruption of a cellular phone network may cause the enemy to increase use of couriers. This traffic could uncover a key transit route for forces or supplies, which can then be monitored and attacked at the appropriate times.

- The team must determine and prioritize which vulnerabilities, capabilities, or key events offer the best opportunity to achieve the effects on the OE that will lead to accomplishing our objectives. Some potential DPs may be:

In-theater ports, airfields, rail lines, or roads needed for deployment/operational movement.

Maritime or land choke points at canals, straits, or mountain passes.

Training infrastructure for host-nation security forces.

Country Z begins conducting effective counterinsurgency operations.

Credible national and local elections.

Decisive points can and should often be converted into intermediate objectives on a LOO or LOE. Using the first example DP above, an intermediate objective might be *secure in-theater ports, airfields, rail lines, and roads needed for deployment/operational movement*. DPs or the resultant intermediate objectives can be organized and placed into LOOs or LOEs to provide a framework for the commander to describe his visualization of a campaign. They enable the command to organize the coordination and synchronization of joint, combined, and interagency action.

(j) Lines of operation (LOO) and lines of effort (LOE) - Commanders may use both LOOs and LOEs to connect objectives to a central, unifying purpose.

LOO defines the interior or exterior orientation of the force in relation to the enemy or that connects actions on nodes and/or decisive points related in time and space to an objective(s). LOOs describe and connect a series of decisive actions that lead to control of a geographic or force-oriented objective.

LOE links multiple tasks and missions using the logic of purpose-cause and effect-to focus efforts toward establishing operational and strategic conditions.

LOEs are essential to operational design when positional references to an enemy or adversary have little relevance. LOEs can also link objectives, decisive points, and COGs. (JP 5-0, III-6) (See Figure 3-7 and 3-8 below for examples)

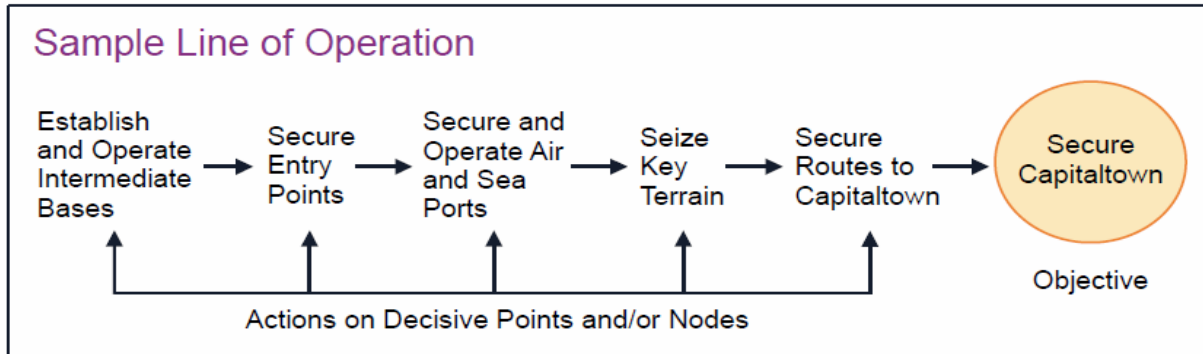


Figure 3-7: Sample Line of Operation (Figure IV-11 in JP 5-0)

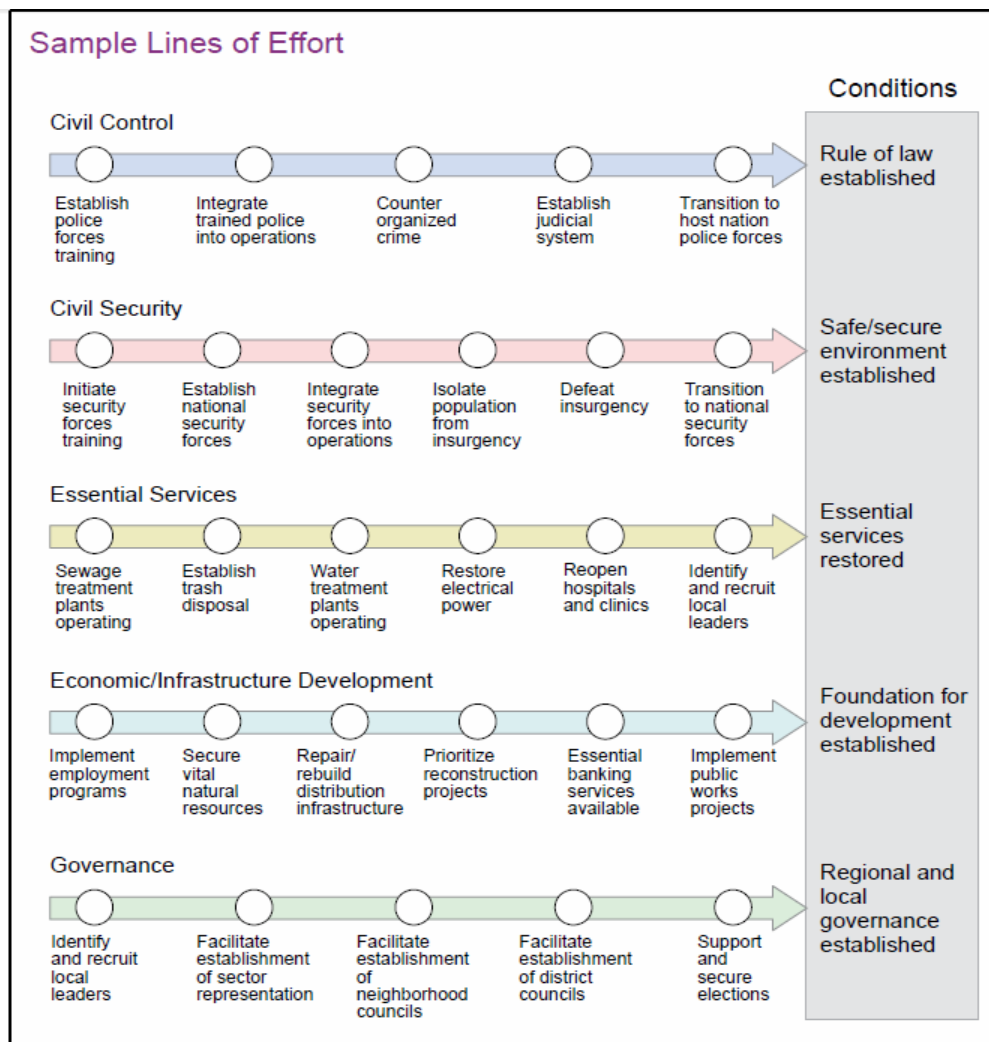


Figure 3-8: Sample Lines of Effort (Figure IV-12 in JP 5-0)

(k) Direct and indirect approach - the manner in which a commander contends with a COG. A direct approach attacks the enemy's COG or principal strength by applying combat power directly against it. An indirect approach attacks the enemy's COG by applying combat power against critical vulnerabilities that lead to the defeat of the COG while avoiding enemy strength.

(l) Anticipation - Designers/Planners must consider what might happen and look for the signs that may bring the possible event to pass. During execution, JFCs should remain alert for the unexpected and for opportunities to exploit the situation.

Recalling that operational design is iterative, the operational planning team should go back to the environment frame to analyze the potential impacts of the approach on the environment. While the first order effects should be as expected (since the operational approach was developed to achieve those effects), the team must look carefully for potential undesired effects. Note any undesired second and third order effects and either modify the operational approach to mitigate those effects, or transmit those risks to the operational approach to planners and other interested parties in the effort.

(m) Operational reach - the distance and duration across which a joint force can successfully employ military capabilities. The concept of operational reach is inextricably tied to the concept of LOOs. Basing, in the broadest sense, is an indispensable part of operational art, since it is tied to the concept of LOOs and directly affects operational reach.

(n) Culmination - that point in time and/or space at which the operation can no longer maintain momentum.

(o) Arranging operations - Commanders must determine the best arrangement of joint force and component operations to conduct the assigned tasks and joint force mission. Thinking about the best arrangement helps determine the tempo of activities in time, space, and purpose. Planners should consider factors such as simultaneity, depth, timing, and tempo when arranging operations.

(2) Identify decisions and decision points (external to the organization). During planning, commanders inform leadership of the decisions that will need to be made, when they will have to be made, and the uncertainty and risk accompanying decisions and delay. This provides leaders, both military and civilian, a template and warning for the decisions in advance and provides them the

opportunity to look across interagency partners and with allies to look for alternatives and opportunities short of escalation. The decision matrix also identifies the expected indicators needed in support of the intelligence collection plan. (JP 5-0 IV-17)

(3) Refine the operational approach(es). Understanding the situation and visualizing solutions to the problem are only part of the challenge. This understanding and visualization must be described to other commanders, leaders and planners so that they can help implement the solution. The synthesis of the four activities can be described through the commander's operational approach. The operational approach describes the commander's understanding and resultant visualization of the campaign's parameters. He must clearly transmit his **synthesized** approach to his staff and other interested parties who will be involved in planning and executing the campaign; this transmission can take the form of commander's initial or updated planning guidance.

(a) Throughout the planning processes, commanders and their staffs conduct formal and informal discussions at all levels of the chain of command. These discussions help refine assumptions, limitations, and decision points that could affect the operational approach and ensure the plan remains feasible, acceptable, and adequate.

(b) The commander adjusts the operational approach based on feedback from the formal and informal discussions at all levels of command and other information. (JP 5-0 IV-17)

The operational approach can help transmit to the planners and operations team not only the commander's planning guidance, but also the logic for the guidance. The operational approach is a **synthesis** of the strategic guidance, environment and problem frames combined with the development of a conceptual way forward. It should include graphical representations and narrative descriptions of the logic behind each frame. Products of the synthesized operational approach could include:

- Text and graphics **describing the operational environment.**
 - Commander's understanding of higher guidance.
 - Systems relationships diagrams that describe the environment.
 - Key actor relationship diagrams.
 - Description of what might cause key conditions to change.
 - Description of the desired end state.
 - Description of key aspects of alternative end states.

(4) Develop planning guidance.

(a) At a minimum, the commander issues planning guidance, either initial or refined, at the conclusion of mission analysis, and provides refined planning guidance as

understanding of the OE, the problem, and visualization of the operational approach matures. (JP 5-0 IV-17)

(b) The commander provides a summary of the OE and the problem, along with a visualization of the operational approach, to the staff and to other partners through commander's planning guidance... [It] should envision and articulate how military power and joint operations, integrated with other applicable instruments of national power, will achieve strategic success, and how the command intends to measure the progress and success of its military actions and activities. (JP 5-0 IV-17)

(c) Format varies based on the personality of the commander and the level of command, but should adequately describe the logic to the commander's understanding of the OE, the methodology for reaching the understanding of the problem, and a coherent description of the operational approach. It may include the following elements:

- **Describe the OE.** Some combination of graphics showing key relationships and tensions and a narrative describing the OE will help convey the commander's understanding to the staff and other partners.
- **Define the problem to be solved.** A narrative problem statement that includes a timeframe to solve the problem will best convey the commander's understanding of the problem.
- **Describe the operational approach.** A combination of a narrative describing objectives, decisive points, and potential LOEs and LOOs, with a summary of limitations (constraints and restraints) and risk (what can be accepted and what cannot be accepted) will help describe the operational approach.
- **Provide the commander's initial intent.** The commander's initial intent describes the purpose of the operations, desired strategic end state, military end state, and operational risks associated with the campaign or operation. It also includes where the commander will and will not accept risk during the operation. It organizes (prioritizes) desired conditions and the combinations of potential actions in time, space, and purpose...[it] may also include operational objectives, method, and effects guidance. (JP 5-0 IV-18)

8. Organizing for Operational Design Work.

Key to success in using an operational design approach is a climate that encourages open dialogue and exchange of ideas. This exchange is not only internal to the organization, but also vertically with higher and lower echelons and horizontally with other relevant partners. It is through such interchange that a shared understanding and common vision can be achieved. While leaders and staffs at higher echelons may have a clear strategic understanding of the problem, those at lower levels are likely to have a better understanding of the realities of the local circumstances. **Merging these perspectives is crucial to achieving a common vision or synthesis, which can enable unity of effort.** For this reason, operational design is especially appealing in interagency and coalition efforts.

There are many ways to organize to do operational design work. The way that works for your organization depends on several aspects: the organizational climate; the degree to which the commander will be involved in the operational design work; the size, experience, and training of the staff; the amount of time available; and the degree of complexity of the problem. The team should be large enough to enable a range of diversity of perspective, but not so large as to preclude achieving some consensus on issues to keep the process moving forward. The team should seek diversity of perspective and should solicit subject matter expertise as needed to inform and broaden the discourse. Generally, higher level headquarters will have more staff and more time available, and will deal with greater levels of complexity than lower level headquarters. This suggests a larger team with more diverse representation.

While “Designers” and “Planners” are closely linked (and may even be the same people), their roles are very different. “Designers” focus on broadening their aperture, better understanding the context, making causal connections, and seeking new paradigms if necessary. They are focused on exploring and the art of decision making. “Planners” are focused on building the plan and the science of decision making. Both roles are required, but planners can solve the wrong problems if designers fail, and great solutions won’t be implemented if planners fail.

a. Designer Roles. To enable the proper balance between broad discourse and progress (after all, the goal is to produce a usable concept), the planning team leader may assign roles to team members:

- Someone to record the discussion and key results.
- Someone to capture ideas in graphical form (pens and whiteboards work well for this, especially when framing the environment).
- Someone to think about and develop metrics to test insights.
- Someone to facilitate the team discussion.
- Someone to play devil’s advocate to question assumptions (though all members must keep this in mind).
- Someone who ensures the feasibility of concepts discussed (again, this is the responsibility of all planning team members).

b. Challenges. An operational planning team will face several innate challenges, some of which will lessen as the team works together:

- Getting the dialog going and moving in a meaningful direction.
- Developing effective open-ended questions to stimulate thinking.
- Ensuring all planners contribute their thinking despite the differences in rank among the team members.
- Helping people "break free" of their conceptual anchors and preconceived ideas.
- Guiding the dialog without limiting it; avoiding rambling but still staying open to new perspectives.
- Recognizing when the team is unnecessarily "in the weeds" (worried about details) and getting out of those weeds.
- Managing team members who are disruptive, dismissive, or domineering.
- Balancing input across the team.
- Helping the team to converge eventually to a decision.

c. Some tips for leaders of operational design groups:

- The commander should be directly involved.
- Dedicate time and limit interruptions.
- Avoid jumping directly to the solutions without exploring the environment and problem frames.
- Just dialogue for a while before you write anything down.
- Carefully manage your own information and ideas initially to encourage others to participate.
- Refrain from advocating a position if you are the group leader.
- If necessary, the leader can initially play the role of devil's advocate to encourage a climate of productive and respectful openness (but then pass this role to another member of the team).
- Ask probing questions that elicit assessment and reasoning.
- Ask open-ended questions rather than yes/no questions.

d. Tools and Techniques. The following are tools and techniques from ATP 5-0.1 *Army Design Methodology*, 1 July 2015, and represent ways in which commanders, planners, and other leaders can actually use operational design. These tools and techniques have equal utility within Service and joint doctrines.

(1) *Brainstorming and mind mapping*. (See Figure's 3-9 and 3-10) Brainstorming is a group creative thinking technique that uses the different perspectives of individuals in a group to develop and build on ideas. Used effectively, it will generate a large quantity of ideas while avoiding the immediate judgment of the relative value of each. A technique for brainstorming involves a divergent thinking phase where members of the planning team attempt to answer key "focal questions" about the environment or problem followed by a convergent phase where the group then culls the different

answers or thoughts into categories which can then generate further dialog and/or mind mapping. Outliers are carefully considered by the group for much greater investigation or are possibly irrelevant and discarded. The use of sticky notes and a white board are ideal for this technique.

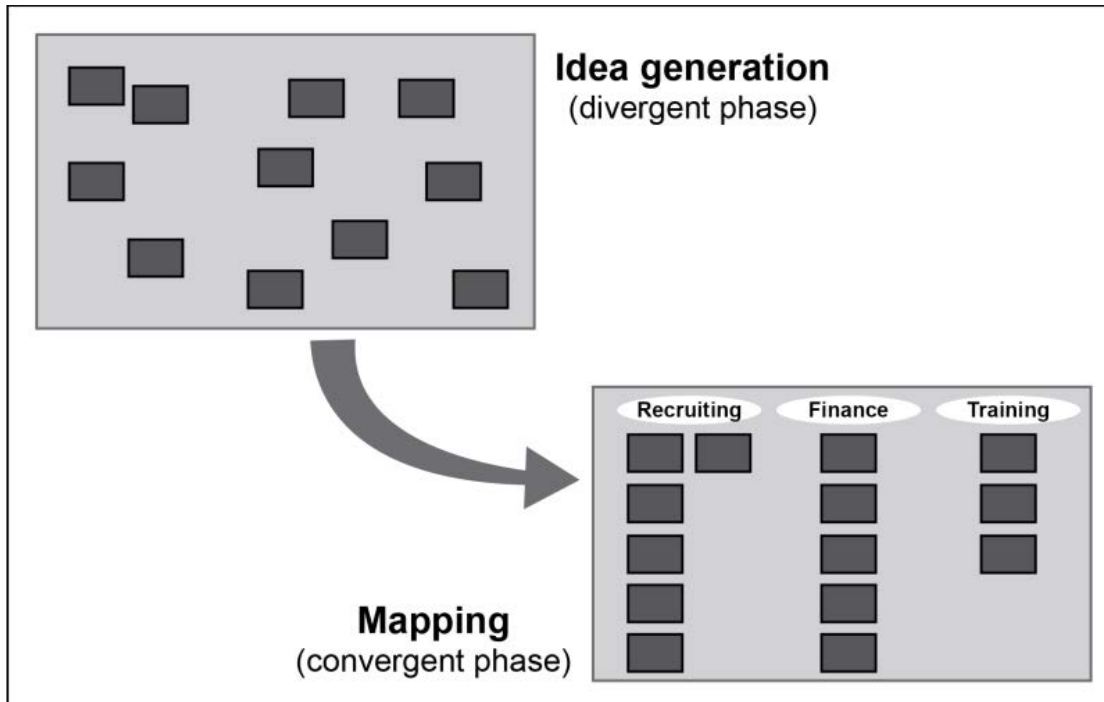


Figure 3-9: Brainstorming

Mind mapping is a technique for discerning and depicting the relationships of relevant phenomena, variables, and actors in an operational environment or complex problem. A technique for mind mapping begins with a single idea, actor, or topic represented in the center of a white board or paper (for example insurgent recruitment). The planning team then writes out secondary and connected ideas, phenomena, actors, or words associated with insurgent recruitment using lines, symbols, pictures, and colors to show relationships. As the planning team builds and expands the mind map on the white board, it continues dialog to broaden and deepen the members' understanding of the growing mind map. At some point, the team should refine the "map" and develop an accompanying narrative that captures the members' synthesized understanding of the environment and/or problems. This synthesized understanding will help shape the operational approach portion of operational design. Figure 15 below shows an example.

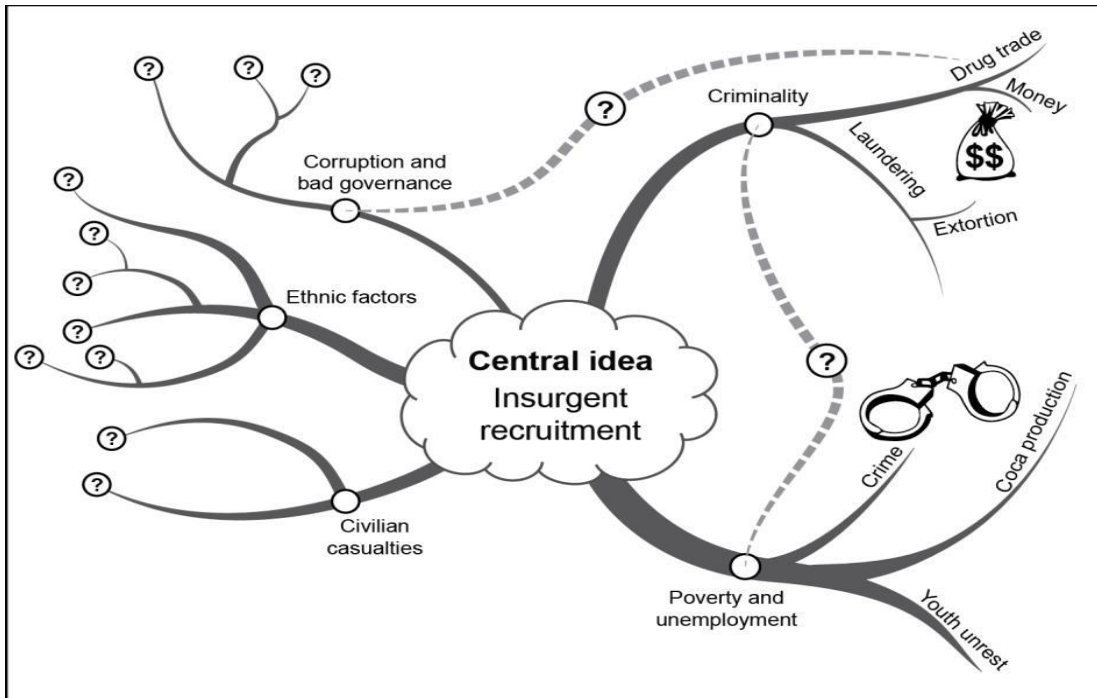


Figure 3-10: Mind mapping

(2) *Meta-questioning and four ways of seeing.* These techniques are individual and group thinking techniques that can be used by the planning team while conducting mind-mapping or other operational design activities. Meta-questioning is a critical thinking skill that enables a more complete understanding of a topic by asking higher order questions. A way to understand the concept of meta-questioning is by thinking of the different views one gets from different levels of a ladder. An individual's view is somewhat restricted when standing next to a ladder. However, as the individual takes a few steps up the rungs of the ladder, the view becomes broader. This is true of meta-questions. As individuals or groups ask and answer successively higher order questions, their understanding should become broader and more comprehensive. Examples of meta-questions include:

- Why did it happen?
- Why was it true?
- How does X relate to Y?
- All reasoning depends on the idea that X is the source of conflict. Why is reasoning based on X instead of Y?
- Are there other possibilities?

In the four ways of seeing technique, the planning team seeks to broaden and deepen its understanding of the environment or problem specifically by looking at them through the eyes of the adversary (ies) or other actors. For example, the planning team can answer the following about actors X and Y:

- How does X view itself?

- How does Y view itself?
- How does X view Y?
- How does Y view X?

Of course, there are many more possible questions about how X and Y above relate to the environment and/or problem that the planning team should ask when conducting operational design. These four are just a start. Finally, the techniques above are not necessarily stand-alone events that must be chosen at the exclusion of others. Indeed, the planning team should conduct many of them simultaneously or nearly so. It is ultimately up to the planning team and its leadership to determine which are used, for how long, and for what part of the design methodology. Ultimately, and when used in an iterative manner, they will contribute to a deeper and broader understanding of the environment and help shape a sound operational approach.

9. Link between Operational Design, Planning, Execution, and Assessment.

a. Operational design is done before planning, throughout planning, during preparation, and throughout execution. In fact, the operational design effort never ceases in a dynamic environment. The commander and staff may begin operational design before planning is initiated to provide the staff, subordinates, and other associated partners some initial planning guidance based on understanding of the situation. In peacetime deliberate planning, this is likely the result of an ongoing analysis by the combatant command of its AOR, with greater emphasis given to those situations or locations designated as areas of potential crisis and instability within the theater campaign plan.

b. It is important to note the complementary nature of operational design and the planning process. By necessity, the planning process must be convergent, in order to yield executable plans and orders. Operational design enables a balance between this required convergence and the divergence needed to remain open to numerous stimuli to better understand the operational environment and better define unfamiliar or ill-structured problems. While the continuous dialogue of operational design enables the command to keep its “thinking aperture” as wide as possible to always question the mission’s continuing relevance and suitability, the structured process of the JPP allows us to quickly build a plan that will enable the organization to execute the commander’s current vision. By integrating both of these approaches, the friendly force can maintain the greatest possible flexibility and do so in a proactive (instead of reactive) manner.

c. Operational design provides the vision and logic of the campaign, which can then be turned into flexible, adaptable courses of action. Through detailed analysis and planning, those courses of action are developed into plans for future synchronized, joint, interagency, intergovernmental, and multinational (JIIM) execution.

d. Remember that the commander’s operational approach is a hypothesis for action. In a complex situation it is difficult to know up front how the environment will react to any given action, but it is possible to know more about the environment as planning team

assess its reaction to an action; thus, **learning becomes the driver for operational initiative**. While those working to execute the plan may see one reaction, those looking outside the plan may see an altogether-different reaction, possibly one that causes the commander to reframe the problem. The commander must know when his understanding of the problem and potentially his visualization of the campaign have changed to such an extent that he must redirect the command's campaign approach. Thus, through execution, operational design must be challenged and validated to ensure it yields the desired objectives and end state, and most critically, that the objectives and end state that drive the campaign are the right ones. This does not suggest that during execution the staff should not be keen to changes in the environment, the problem, or the operational approach. It does suggest, however, that the commander may be in a better position to "see" and "synthesize" the components of operational design as the environment changes during execution.

e. Assessments are a critical part of the design approach to campaigning and operations. Assessment at the operational and strategic levels typically has a wider scope than at the tactical level and focuses on broader tasks, effects, objectives, and progress toward the end state. Continuous assessment using **Measures of Effectiveness (MOE)** help the JFC and his component commanders determine if the joint force is "doing the right things" to achieve its objectives. Tactical-level assessment typically uses **Measures of Performance (MOP)** to evaluate task accomplishment. These measures let commanders determine if their force is "doing things right."

As the commander and staff continue to assess changes in the environment, they must continually challenge their original framing of the situation to ensure the campaign is meeting the stated objectives and end state. They must assess whether the envisioned objectives continue to be appropriate to meet the end state. Finally, they must know if the intended end state still makes sense. While they use MOEs and MOPs to assess effectiveness and performance of the plan, it is critical to assess the strategic level objectives and end state. Are we focused on the correct objectives? Is the desired end state correct and has it remained relevant as the operational environment has evolved? Are the inherent risks to the campaign or operation still acceptable? How do we measure these aspects of the campaign? The divergent nature of the operational design approach offers a solution to this challenge. The commander and his operational planning team must reevaluate the stated objectives and end state against other possibilities and outcomes.

10. Reframing is the iterative or recurring conduct of operational design in the event that the commander's understanding of the operational environment (OE) or of the problem have changed to such a degree that a different operational approach is warranted. Essentially, reframing is required when the hypothesis of the current problem and/or operational approach may no longer be valid. As he updates his understanding and visualization of the environment and its tensions, the commander may determine that changes to the operational approach could range from minor modifications to a completely new campaign plan. Reframing may cause the commander to direct the command to shift the campaign's approach.

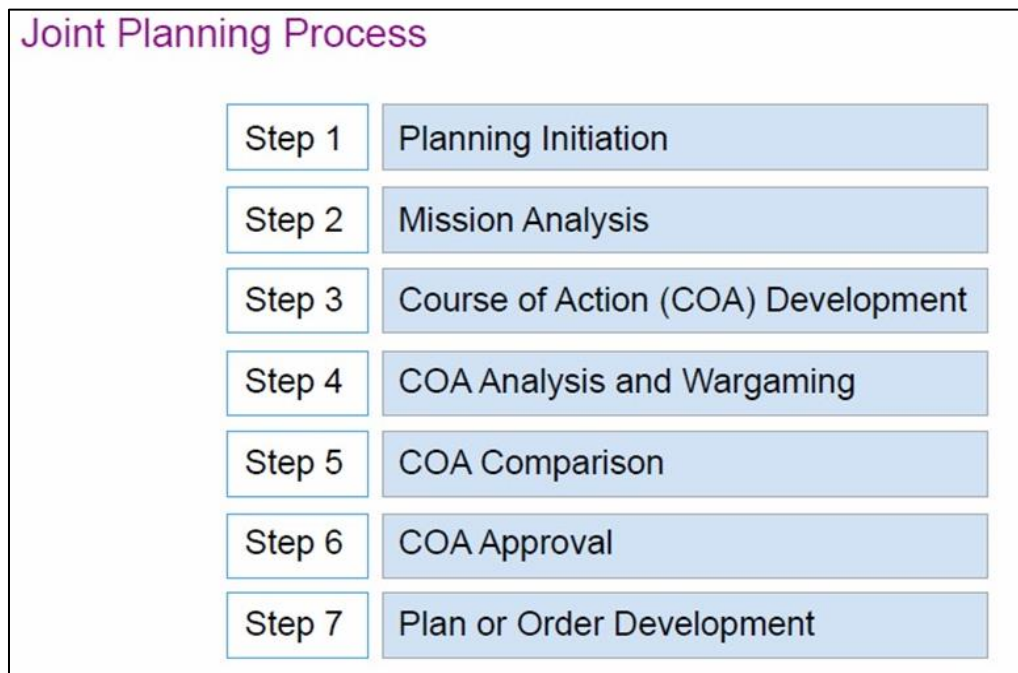
Reframing may be as important in the wake of success as in the case of apparent failure. By its very nature, success transforms the environment and affects its tendencies, potentials, and tensions. **In fact, any action in or on the environment could cause changes that generate new problems.** Organizations are strongly motivated to reflect and reframe following failure, but they tend to neglect reflection and reframing following successful actions.

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CHAPTER 4: Joint Planning Process

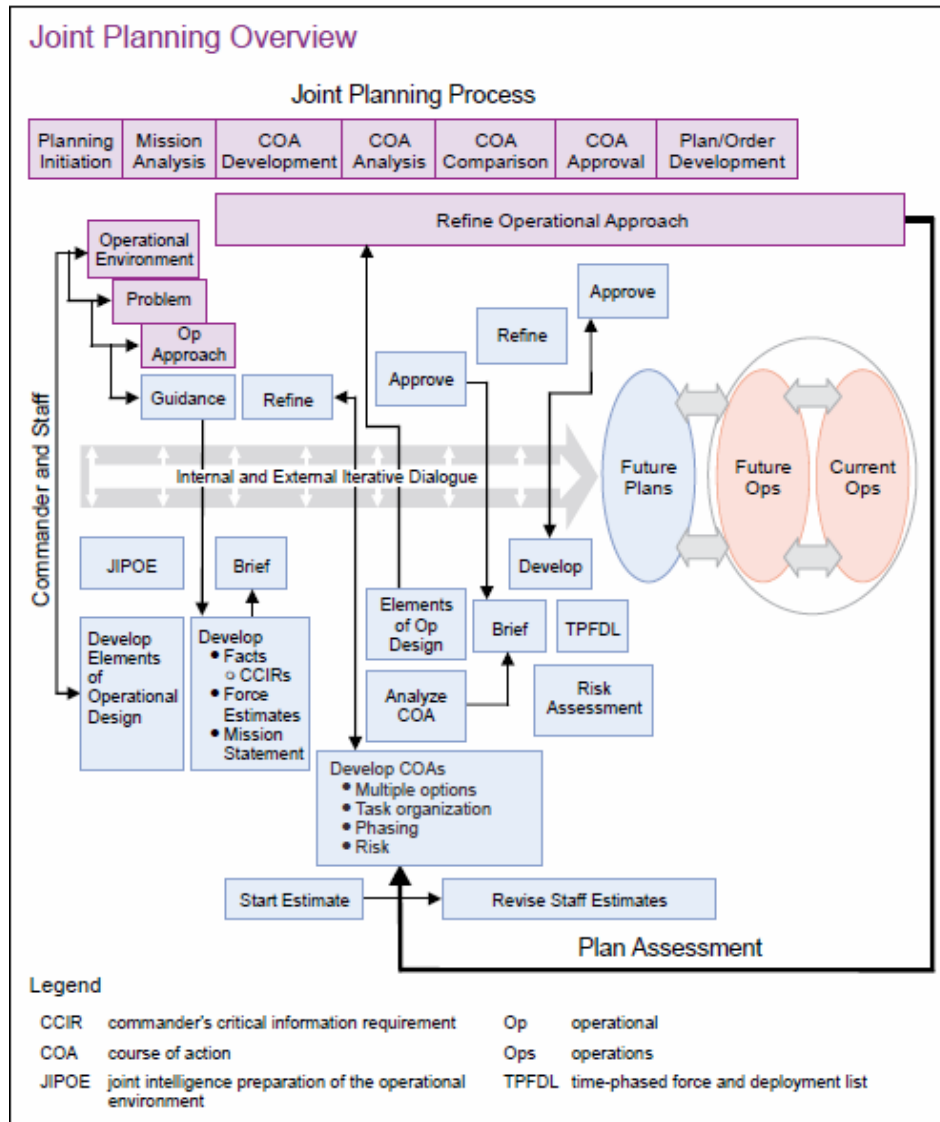
1. Introduction. Commanders and their staffs develop plans for campaigns through a combination of art and science. The art of operational design enables us to continuously understand the environment of the campaign, visualize the problem that the campaign must address, and develop a "running hypothesis" for an operational approach to solve the problem. Commanders must transmit their vision, to include their view of the operational approach, to their staff, subordinates, partner commands, agencies, and multinational/non-governmental entities so that their vision can be translated into executable plans. The science of planning facilitates this translation by applying the rigor of coordination and synchronization of all aspects of a concept to produce a workable plan.

JPP is an orderly, analytical set of logical steps to frame a problem; examine a mission; develop, analyze, and compare alternative COAs; select the best COA; and produce a plan or order. The application of operational design provides the conceptual basis for structuring campaigns and operations. JPP provides a proven process to organize the work of the commander, staff, subordinate commanders, and other partners, to develop plans that will appropriately address the problem. It focuses on defining the military mission and development and synchronization of detailed plans to accomplish that mission. (JP 5-0 pg V-1) (See Figure 4-1 below)



**Figure 4-1: The Joint Operation Planning Process
(This is Figure V-1 in JP 5-0)**

Operational Design does not end with the beginning of the JPP. Instead JPP feeds refinement to the four frames. (See Figure 4-2). It prepares the commander and staff for potential reframing and/or continued assessment of the environment, problem, approach and the strategic guidance that underpins both processes.



**Figure 4-2: Joint Planning Overview
(This is Figure V-2 in JP 5-0)**

Campaign planning is conducted as part of a comprehensive national effort. This means that in some cases military activity will be a supporting effort to other instruments of national power, while in other cases military activity will be the supported effort. In both cases, the commander is responsible to build a military campaign plan that he integrates with the other instruments of power. If the military is the supported effort, the joint force commander will normally lead the coordinated efforts. If the military is the supporting effort, the JFC must closely coordinate with the designated lead organization

to ensure that the military plan is nested with the supported plan. This will require collaboration with many other actors to assist them in developing their plans (while enriching our own), to include when the military is the supporting organization.

2. Initiate Planning. Joint planning begins when an appropriate authority recognizes potential for military capability to be employed in support of national objectives or in response to a potential or actual crisis. (JP 5-0 V-4) This authority may be higher headquarters or the CCDR.

The commander will likely form a Joint Planning Group (called an Operational Planning Group or Operational Planning Team in some commands) to focus on the mission.

JPP Step 1 – Planning Initiation

A plan may be initiated by higher headquarters directive or by the commander's initiative in seeing a need

1. Analyze initiating direction/guidance to determine:
 - Time available until mission execution
 - Current status of staff estimates
 - Current status of intelligence products (to include JIPOE)
 - Other relevant factors relevant to the specific planning situation.

2. Commander provides initial guidance (may include):
 - Initial understanding of the Operational Environment (OE)
 - Initial understanding of the problem(s) for the Cmd
 - Initial operational approach (if developed)
 - *Initial intent (purpose, endstate, risk, perhaps method—if developed)*
 - Additional guidance concerning initial coordinating requirements, time constraints, authorization to move key capabilities, etcetera.

Italics / Blue = additive to JP 5-0

Figure 4-3: JPP Step 1 – Initiate Planning

The staff must conduct some preliminary actions before they can begin planning. (See Figure 4-3). They must determine:

- What do they know? – Pull together staff products (including intelligence) that already exist that provide information necessary for planning. Staff Estimates are a likely source of this information.

- What do they NOT know? – Holes in information must be identified quickly so that the staff can determine how best to deal with unknowns.
- Who else needs to know? – Building the planning roster is one of the first steps in “Planning to Plan.” The staff must think through what agencies, organizations and staff sections should be present for planning and how best to incorporate them (VTC, invitations to planning meetings, etc. Some organizations are key to planning, some important but not vital, and others must at least achieve buy-in.
- What timeline are we on? – The second most important document in the “Plan to Plan” is the timeline. Commander availability, required updates to HHQ, subordinate planner considerations, and potential enemy timelines must all be considered and built into a realistic schedule.

Operational design, if not already done by the commander and his staff, may be occur at the start of step 1 of the JPP.

3. Conduct Mission Analysis. The staff analyzes the mission to: 1) provide a recommended mission statement to the commander, and 2) to better inform the commander’s initial analysis of the environment and the problem. This helps him refine his operational approach. As the staff presents analysis on both the requirements and potential points of focus for the campaign, they enable the commander to develop his vision further to use synchronized, integrated military operations as a part of unified action. He can then provide detailed planning guidance to his staff and share his vision with his counterparts to enable unity of effort in application of all of the instruments of power across the U.S. government and our international partners. Concurrently, the J-2 leads the initial steps of the Joint Intelligence Preparation of the Operational Environment (JIPOE) to describe the potential effects of the OE on operations, analyze the strengths of the enemy/adversary, and describe his potential courses of action. See Figure 4-4 for the inputs, outputs and potential steps involved.

Mission analysis is used to study the assigned tasks and to identify all other tasks necessary to accomplish the mission. Mission analysis is critical because it provides direction to the commander and the staff, enabling them to focus effectively on the problem at hand. When the commander receives a mission tasking, analysis begins with the following questions:

- (1) What is the purpose of the mission received? (What problem is the commander being asked to solve or what change to the OE is desired?)
- (2) What tasks must my command do for the mission to be accomplished?
- (3) Will the mission achieve the desired results?
- (4) What limitations have been placed on my own forces’ actions?
- (5) What forces/assets are needed to support my operation?

(6) How will I know when the mission is accomplished successfully? (JP 5-0 V-4)

JPP Step 2 – Mission Analysis

Primary inputs: Strategic guidance; the HHQ planning directive; the commander's initial planning guidance (which may include a description of the OE, a definition of the problem, the operational approach, and initial intent), and Staff Estimates, (to include Joint Intelligence Preparation of the Environment (JIPOE))

1. Begin/update *staff estimates* (including logistics supportability)
2. Analyze higher headquarters planning directives and strategic guidance
** If applicable – review multi-national strategic guidance (coalition members and potential partners)*
3. Review commander's initial planning guidance, the environment, the problem(s) to be addressed, and the operational approach
4. Determine known facts and assumptions
5. Determine and analyze operational limitations
6. Determine specified, implied and essential tasks
7. Determine termination criteria, military end-state, objectives, and initial effects *(may also come from initial commander's guidance)*
8. Develop *proposed* mission statement
9. Conduct initial force allocation review
10. Develop Mission Success criteria
11. *Develop Decisive Points and LOO/LOE (may also come from initial commander's guidance)*
12. *Identify initial operational risks (may also come from initial commander's guidance)*
13. *Identify initial CCIR (may also come from initial commander's guidance)*
14. Prepare and Deliver Mission Analysis Brief
15. Develop/Issue CDR's Updated Planning Guidance, Intent Statement and refined Op Approach.

Steps are not necessarily sequential.

Primary Products: Staff estimates, mission statement, refined operational approach (including refined commander's intent & updated commander's planning guidance), initial Commander's Critical Information Requirements (CCIRs), COA Eval Criteria, a Framed problem, Initial force identification, mission success criteria, initial risk assessment, a mission analysis briefing and a planning directive (as necessary)

Blue = additive to JP 5-0

Underlined / Green = on graphic, not in text

Figure 4-4: JOPP Step 2 – Conduct Mission Analysis

a. Begin staff estimates. Each staff section develops a staff estimate that is a running assessment of current and future operations to determine if the current operation is proceeding according to the commander's intent and if future operations are supportable from the perspective of that staff section's function. The estimate focuses on supportability of the potential mission from that staff section's functional view. This estimate helps the staff provide recommendations to the commander on the best COA to accomplish the mission. The staff estimate also provides continuity among the various members of the staff section. If the staff has not already begun a staff estimate by this point, it should do so now.

Note: See Annex D for a staff estimate template (based on JP 5-0 Annex B)

The estimates are also valuable to planners in subordinate and supporting commands as they prepare supporting plans. Although the staff can delay documenting the estimates until after the preparation of the commander's estimate, they should send

them to subordinate and supporting commanders in time to help them prepare annexes for their supporting plans.

b. Analyze higher headquarters planning directives and strategic guidance. Much of the work of this step is done in the commander's framing work as he looks at the operational design of the campaign. The staff must start with the commander's understanding of the environment and the framing of the problem, while reviewing guidance received from higher headquarters and other relevant actors. The staff will first focus on the end state and objectives. The end state gets to the "why" of a campaign plan and seeks to answer the question, "How does the U.S. strategic leadership want the OE to function at the conclusion of the campaign?" Objectives normally answer the question "What needs to be done to achieve the end state?" The commander and staff must also understand the desired conditions and objectives described in strategic guidance so that they can understand what their campaign must achieve. See a description of the relationship between end state, termination criteria, and objectives in Chapter 3.

Answering the "why" and "how" questions of the higher headquarters is different at the strategic level when compared to the operational and tactical levels. Often, there is no clear, definitive guidance collected in one location. There is no "higher order" from which a planner can simply "cut and paste" the pieces into the emerging plan's OPOD. Instead, much of the CCDR's strategic guidance is less clearly defined.

Since partners within integrated planning may have different guidance, if time permits the staff should look for overlaps, gaps and friction points that may exist between US Govt strategic guidance and that of other nations/organizations who are also interested in the problem.

c. Review the commander's initial planning guidance. The commander should develop his initial understanding of the environment and of the problem, and an initial vision of the campaign or operation by using operational design as early as possible in campaign development. The staff should recognize that this is *initial* guidance, which will mature as the staff provides detailed analysis to the commander to inform his operational design.

d. Determine facts and assumptions. Facts are the major pieces of information known to be true and that are pertinent to the planning effort. First, understand and summarize the geostrategic factors derived from analysis of the OE that will influence the strategic end state. This synopsis is no mere laundry list of factors, but a synthesis of the key factors in the OE that will enhance mission analysis. To answer this question, consider the long- and short-term political causes of conflict, domestic influences (including public will), competing demands for resources, economic realities, legal and moral implications, international interests, positions of international organizations, and the impact of information.

The JPG should leverage the strategic estimate as a useful means to organize and consider geostrategic factors in an attempt to gain a better understanding of their impact and interrelationships. This analysis includes not only the PMESII analysis, but also the physical characteristics (topography, hydrography, climate, weather, and demographics) and temporal characteristics (the effect of timing aspects on the OE and on the campaign). The key is to determine potential effects of these physical and temporal aspects on possible operations of friendly, neutral, adversary, and enemy military forces and other instruments of power. Additionally, the planners should assess factors such as adversary organization, communications, technology, industrial base, manpower and mobilization capacity, and transportation.

The staff develops assumptions to continue the planning process in the absence of facts. **Assumptions** are placeholders to fill knowledge gaps, but they play a crucial role in planning and must be held to a minimum throughout planning. These assumptions require constant revalidation and reassessment. Facts should replace them as more information becomes available.

Plans may contain assumptions that cannot be resolved until a potential crisis develops. As a crisis develops, assumptions should be replaced with facts as soon as possible. The staff accomplishes this by identifying the information needed to validate assumptions and submitting an information request to an appropriate agency as an information requirement. If the commander needs the information to make a key decision, the information requirement can be designated a CCIR. Although there may be exceptions, the staff should strive to resolve all assumptions before issuing the OPORD. (JP 5-0 V-9)

All assumptions should be identified in the plan or decision matrix to ensure they are reviewed and validated prior to execution. (JP 5-0 V-9)

A planning assumption must be logical, realistic, and essential to continuing the analysis and planning. It is *logical* and *realistic* if there is sufficient evidence to suggest that it will become a fact. It is *essential* if required for planning to continue. Assumptions should also be clear and precise. Normally, the higher the command echelon, the more initial assumptions exist. Incorrect or risky assumptions may partially or completely invalidate the entire plan. The JPG should develop branches for assumptions to the basic plan that, if untrue, would derail the plan. Examples of theater-level assumptions are:

- Political:
 - *Countries A & B will allow over-flight, basing and host nation support.*
 - *Countries C & D will remain neutral.*
 - *Country E will support Country X with air and naval forces only.*

- Forces:
 - *APS 3 and MPS 1 & 2 will be available for employment at C+10.*
 - *A CSG and a MEU/ARG are forward deployed in theater.*
- Timeline:
 - *Major deployments begin upon unambiguous warning of enemy attack.*
 - *There will be X days unambiguous warning prior to enemy attack.*
- Enemy:
 - *Country X's forces can sustain an offensive for seven days before culmination.*
 - *Country X will use chemical weapons once coalition forces cross the border.*

e. *Determine and analyze operational limitations.* Limitations are the restrictions placed on the commander's freedom of action. They may be part of strategic direction or stem from regional or international considerations or relationships. Limiting factors are generally categorized as *constraints* or *restraints*.

Constraints: a requirement, "must do," placed on the command by a higher command that **dictates an action**, thus restricting freedom of action (JP 5-0 V-10)., e.g., defend a specific site, include Country Y in the coalition with its caveats, meet a time suspense, or eliminate a specific enemy force.

Restraints: a requirement, "cannot do," placed on the command by a higher command that **prohibits an action**, thus restricting freedom of action. (JP 5-0 V-10), e.g., do not conduct preemptive or cross-border operations before declared hostilities, do not approach the enemy coast closer than 30 nautical miles, or do not decisively commit forces. Restraints are "must *not* do" actions.

Many operational limitations are commonly expressed as ROE. ... Other operational limitations may arise from laws or authorities, such as the use of specific types of funds or training events. Commanders are responsible for ensuring they have the authority to execute operations and activities. (JP 5-0 V-10)

f. *Determine specified and implied tasks and develop essential tasks.* Analyze strategic direction to determine the strategic tasks specified or implied as a part of the given strategic end state and objectives. Examples of *specified* tasks to a combatant command might be:

- *Deter Country X from coercing its neighbors.*
- *Stop Country X's aggression against its neighbors.*
- *Reduce Country X's WMD inventory, production, & delivery means.*
- *Remove Country X's regime.*

These tasks focus on achieving the end state and are extracted from guidance from higher echelons. They are broad tasks that may require integrating many instruments of national power and the action of several elements of the joint force. Finally, they do not specify actions by components or forces.

After identifying specified tasks, the staff identifies additional, major tasks necessary to accomplish the assigned mission. These additional, major tasks are *implied* tasks – those the joint force must do to accomplish specified tasks. Tasks that are inherent responsibilities, such as deploy, conduct reconnaissance, sustain, are not implied tasks unless successful execution requires coordination with or support of other commanders. Examples of implied tasks are:

- *Build and maintain a coalition.*
- *Conduct Non-combatant Evacuation Operations*
- *Destroy Country X's armored corps.*
- *Provide military government in the wake of regime removal.*

Essential tasks are those that the command must execute successfully to attain the desired end state defined in the planning directive. The commander and staff determine essential tasks from the lists of both specified and implied tasks. Depending on the scope of the operation and its purpose, the commander may synthesize certain specified and implied task statements into an essential task statement. (JP 5-0 V-11)

g. *Develop the initial mission statement.* After identifying the essential tasks, and with the context of the relationship of those tasks to the achievement of the national end state and military end state, the staff normally develops a derived mission statement using the format of *who, what, when, where, and why*. This statement should be a direct, brief, and effective articulation of the essential tasks and purpose for military operations.

Since mission statements are primarily intended to focus the staff, military subordinates, and supporting commands, translation of the wording of tasks into doctrinal terms for completion is important. Mission statement refinement during the entire plan development process, and, in fact, throughout execution of the campaign, is important to ensure that it meets the needs of the commander and the national leadership. A mission statement might look like this:

When directed, USORANGECOM employs joint forces in concert with coalition partners to deter Country X from coercing its neighbors and proliferating WMD. If deterrence fails, the coalition will defeat X's Armed Forces; destroy known WMD production, storage, and delivery capabilities; destroy its ability to project offensive force across its borders; stabilize the theater, and transition monitoring to a UN peacekeeping force.

h. Conduct initial force and resource analysis.

(1) The SecDef issues the Global Force Management Implementation Guidance (GFMIG). For campaign and contingency planning, planners must review the GFMIG and GFMAP. In a crisis, assigned and allocated forces currently deployed to the geographic CCMD's AOR may be the most responsive during the early stages of an emergent crisis. Planners may consider assigned forces as likely to be available to conduct activities unless allocated to a higher priority. Re-missioning previously allocated forces may require SecDef approval and should be coordinated through the JS. (JP 5-0 V-12)

It is important to note shortfalls in forces that were apportioned for planning but may not actually be available for execution due to readiness issues or previous commitments. Determine if the forces available are sufficient to accomplish the mission and the specified and implied tasks. This is a preliminary look, recognizing that detailed force requirements cannot be determined until a concept of operations is developed. However, it is necessary to enable the command to identify significant force and capability shortfalls early in the planning process to 1) alert higher headquarters that additional forces and capabilities will be required; and 2) develop feasible COAs.

(2) In many types of operations, the commander (and planners) may have access to non-force resources, such as commander's initiative funds, other funding sources (such as train and equip funding, support to foreign security forces funding, etc.), or can work with other security assistance programs (foreign military sales, excess defense article transfers, etc.). Planners and commanders can weave together resources and authorities from several different programs to create successful operations. (JP 5-0 V-12)

i. Develop mission success criteria. These criteria describe the standards for determining mission accomplishment. ... Specific success criteria can be utilized for development of supporting objectives, effects, and tasks and therefore become the basis for operation assessment. These also help the JFC determine if and when to move to the next phase. The initial set of criteria determined during mission analysis becomes the basis for operation assessment. (JP 5-0 V-12) For example, if the mission is to conduct a NEO, the mission success criteria might be: 1) all U.S. personnel evacuated safely; and 2) no violations of the rules of engagement (ROE) (JP 5-0).

Mission success criteria should be set not only for the overall campaign, but also for each subordinate phase or operation. Since these success criteria should be echeloned and nested, they will necessarily be different for each level of command, focused on accomplishment of that command's mission.

j. Develop COA Evaluation Criteria. These criteria are standards the commander and staff will later use to measure the relative effectiveness and efficiency of one COA relative to other COAs. Developing these criteria during mission analysis or as part of commander's planning guidance helps to eliminate a source of bias prior to COA analysis and comparison. Evaluation criteria address factors that affect success and those that can cause failure. (JP 5-0 V-13)

k. Conduct preliminary Risk Assessment. Determining military risk is more an art than a science...Identify the obstacles or actions that may preclude mission accomplishment and then assess the impact of these impediments to the mission. Once planners identify the obstacles or actions, they assess the probability of achieving objectives and severity of loss linked to an obstacle or action, and characterize the military risk. Based on judgment, military risk assessment is an integration of probability and consequence of an identified impediment.

Planners and commanders need to be able to explain military risk to civilian leadership who may not be as familiar with military operations as they are. Additionally, since military risk is often a matter of perspective and personal experience, they must be able to help decision makers understand how they evaluated the probability of accomplishing objectives, how they characterized the resultant military risk, and the sources or causes of that risk.

During decision briefs, risks must be explained using standard terms that support the decision-making process, such as **mission success** (which missions will and which will not be accomplished), **time** (how much longer will a mission take to achieve success), and **forces** (casualties, future readiness, etc.), and political implications. (JP 5-0 V-14)

Some examples:

- The viability of the coalition will be threatened by a prolonged campaign.
- Pressure from Country M may cause Country Z to limit the use of its seaports by the U.S. military in the campaign.
- If friendly military operations in Country X cause collateral damage to infrastructure and personnel from Country M who are working in Country X, then Country M may deploy protective military forces to Country X, risking escalation of the conflict.

l. Identify initial Commander's Critical Information Requirements (CCIR). **CCIRs** are elements of information the commander identifies as being critical to timely decision making. CCIRs help focus information management and help the commander assess the OE, validate (or refute) assumptions, identify accomplishment of intermediate objectives, and identify decision points during operations. CCIRs belong exclusively to the commander. They are situation-dependent, focused on predictable events or activities, time-sensitive, and always established by an order or plan. The CCIR list is normally short so that the staff can focus its efforts and allocate scarce resources. (JP 5-0 V-14)

Doctrine lists two types of CCIR:

Priority Intelligence Requirements (PIR). **PIRs** focus on the adversary and the OE and are tied to commander's decision points. (JP 5-0 V-15)

Friendly Force Information Requirement (FFIR). **FFIRs** focus on information the JFC must have to assess the status of the friendly force and supporting capabilities. (JP 5-0 V-15)

PIRs are often expressed in terms of the elements of PMESII while FFIRs are often expressed in terms of the diplomatic, informational, military, and economic instruments of national power. All are developed to support specific decisions the commander must make. (JP 5-0 V-15)

m. Update staff estimates. Staff officers should update their estimates with their analysis of the mission now that they have a better idea of what the functional requirements may be.

n. Prepare and deliver the mission analysis brief. The purpose of the mission analysis brief is to provide to the commander and the staff, as well as other key partners, the results of the staff's analysis. See Figure 4-5 below for a possible briefing agenda. The commander has likely been continuing his own analysis in parallel so this brief should be an opportunity to dialogue about the mission. At the conclusion of the brief, the commander should not only approve or modify the command's mission, but also provide his understanding and vision of the campaign or operation through commander's intent and planning guidance. Depending on how much time the commander has had to think about the situation, he may update his initial intent and guidance that he discerned through his operational design.

Mission Analysis Brief (Example)

- Introduction
- *Purpose*
- *Review Cmdr's Initial Planning Guidance*
- Situation Overview
 - *Key Aspects of the Operational Environment (including JOA) and Threat Overview (incl Assessment)*
 - *PMESII Strengths and Weaknesses*
 - *Enemy (including COG) and Objectives*
- *Higher Guidance*
 - *Higher commander's objectives/mission/guidance*
 - *Command Relationships*
 - *United States Government interagency objectives*
 - *Other Nations, IGOs, NGOs objectives and guidance*
- Objectives and effects
- *Initial Commander's Guidance (Including Op Approach)*
- *Key Problems (Refined)*
- Facts and Assumptions
- Limitations (*including authorities/permissions/legal considerations*)
- Tasks (Specified, Implied & Essential)
- Communications Synchronization
- *Termination Criteria (Mil Endstates, Objs, Etc)*
- Centers of Gravity *Analysis (including Decisive Points)*
- Force & Resource (Capabilities) Allocation *Review and identified Shortfalls*
- *Mission Success Criteria*
- Risks (*Including Op Reach and Culmination*)
 - *Initial analysis of Mitigation*
- *Operational Approach review & recommended refinement*
- Proposed Mission Statement
- Proposed Commander's Intent
- *COA Evaluation Criteria*
- *Staff Estimates & Supporting Concepts (e.g. C2)*
- Proposed CCIR (*PIR / FFIR, HNIR?*)
- COA Dev Guidance (*recommendations?*)
- *Initial Organizing Construct ideas? (LOE, LOO, Phases, etc.)*

Italics / Blue = additive to JP 5-0

Order of items changed from JP 5-0

Figure 4-5: Sample Mission Analysis Brief Agenda

o. *Develop and issue the refined commander's intent and planning guidance.* The commander now uses the understanding he has gained through his operational design, informed additionally through the mission analysis process, along with his experience, education, and wisdom, to update his vision for the campaign. This vision is the commander's personal insight on how he will employ military operations, in conjunction with interagency and multinational efforts to apply all instruments of power, to achieve success. This vision, provided through commander's intent and planning guidance, will facilitate military course of action development, as well as proposed actions among the interagency that he believes will accomplish the desired national strategic end state and objectives.

(1) The **commander's intent** is a concise narrative describing the key aspects of his understanding of the environment and the problem and his visualization (Purpose, Method, End state) of how the campaign must progress to achieve the desired end state. He uses operational design to build his intent, enriching both his understanding and visualization through interaction with the staff as it progresses through the planning process. The purpose of commander's intent is to focus the staff and assist subordinates and supporting commanders in taking actions to achieve the desired end state, even when operations do not unfold as planned. Given the complexities of the

OE at any joint level, the commander must empower subordinates to make decisions within an overall vision for success in the campaign. Using *mission command*, the commander leaves much of the detailed planning and execution of joint warfighting to his subordinate commanders and requires them to use initiative and judgment to accomplish the mission.

At the strategic level, commander's intent will be much broader than at the tactical level. It must provide an overall vision for the campaign that helps the staff and subordinate commanders, as well as other non-U.S. and non-military partners, to understand the intent to integrate all instruments of national power and achieve unified action. The commander must envision and articulate how joint operations will dominate the adversary and support or reinforce other actions by interagency partners and our allies to achieve strategic success. Through his intent, the commander identifies the major unifying efforts during the campaign, the points and events where operations must dominate the enemy and control conditions in the OE, and where other instruments of national power will play a central role. He links national strategic objectives to military objectives, and lays the foundation for the desired conditions of the military/theater end state. Essential elements of commander's intent follow:

- **Purpose** clearly answers the question, "Why are we conducting this campaign?" This explanation may look a lot like the national strategic end state. However, it must state to subordinate and supporting commanders why the use of the military instrument of national power is essential to achieve U.S. policy and the strategic end state. This articulation is essential not only to achieve a unity of purpose among subordinate commands, but is also crucial to provide a purpose around which military commanders may build consensus with interagency and multinational partners. Thus, this statement is vital to build the unity of purpose amongst key shareholders that precedes unity of effort in planning and execution.

- **End state** specifies the desired military end state. Along with higher guidance, the commander uses the military end state developed during his operational design and mission analysis as a basis to articulate this statement of military success. Additionally, since military forces may have to support other instruments of national power, the commander also explains how and when these supporting efforts will conclude at the termination of violence.

- **Operational Risk** focuses on mission accomplishment. The commander defines the portions of the campaign in which he will accept risk in slower or partial mission accomplishment, including a range of acceptable risk and how assuming risk in these areas may or may not impact overall outcome of the mission.

Commander's intent may also include other items, which assist the staff, subordinate commands, and coalition partners to share more fully the commander's vision for unified action. Other possible elements of commander's intent are:

- **Objectives** provide clear statements of goals of the campaign that, in combination, will lead to achievement of the military end state. The commander may also relate the campaign objectives to the national strategic objectives to enable the

staff to better develop COAs that will ensure proper nesting, and better enable planning interaction of all instruments of power.

- **Effects Guidance** provides a vision of the conditions and behaviors in the OE that must be in place at the successful conclusion of the campaign. This guidance enables the staff to better link the objectives as visualized by the commander with concepts of operation that may result in tasks to achieve those objectives.

- **Method** provides a visualization for subordinates on arrangement and synchronization of the major operations to develop future options for action. While method will focus on how the commander envisions operations to achieve the military end state, it should also explain how to support policy aims as the command becomes a supporting effort to the final achievement of the U.S. strategic ends at conflict termination. Method does not describe the specific conduct of these operations; it enhances concept of operation development and understanding by others, but does not describe those details. The commander generally should not give detailed guidance on the method so as to allow maximum flexibility to the JPG in developing COAs.

(2) Once the commander has given his intent for the upcoming campaign, he will normally provide the JPG/staff and subordinate commanders with **updated planning guidance** that provides additional clarity and detail essential to facilitate timely and effective COA development. The commander will have built this planning guidance through his own operational design approach, as enriched by the staff's analysis. Planning guidance should enable the staff and components to understand the major themes and guiding principles for the campaign and develop detailed COAs for action. However, guidance should not be so specific as to limit the staff from investigating a full range of options for the commander. Planning guidance will provide a framework, the "left and right limits," to develop options to integrate the use of military and non-military power. The content of planning guidance is at the discretion of the commander and depends on the situation and time available. No format for the planning guidance is prescribed. This refined planning guidance should include the following elements:

- An approved mission statement.
- (b) Key elements of the OE.
- (c) A clear statement of the problem.
- (d) Key assumptions.
- (e) Key operational limitations.
- (f) National strategic objectives with a description of how the operation will support them.
- (g) Termination criteria (if appropriate, CCMD-level campaign plans will not have termination criteria and many operations will have transitions rather than termination).
- (h) Military objectives or end state and their relation to the national strategic end state.

- The JFC's initial thoughts on the conditions necessary to achieve objectives.
- (j) Acceptable or unacceptable levels of risk in key areas.
- (k) The JFCs visualization of the operational approach to achieve the objectives in broad terms. This operational approach sets the basis for development of COAs. The commander should provide as much detail as appropriate to provide the right level of freedom to the staff in developing COAs. Planning guidance should also address the role of interorganizational and multinational partners in the pending operation and any related special considerations as required. (JP 5-0 V-19)

The commander may provide guidance in a variety of ways and formats, based on his preference. He may provide it to the entire staff and/or subordinate commanders, or meet each staff officer or subordinate unit commander individually as dictated by geography, security, and type and volume of information. Additionally, the commander can give guidance in written or verbal form. The key challenge is to ensure universal understanding of this guidance across all elements of the command, a wide range of supporting commands, and enabling agencies. The commander may issue updated planning guidance throughout the decision making process. Because the COA development process will continue to analyze the OE and examine effects on enemy, neutral, and friendly elements, the commander may participate in the COA development process as the JFC examines issues, challenges, and limitations. This engagement may also cause the commander to revisit his operational design for the campaign. Consequently, there is no limitation as to the number of times the commander may refine and reissue his planning guidance.

p. *In Progress Review*. At the theater level and as part of the APEX process, CCDRs conduct a series of in-progress reviews with the SecDef (or his designated representative) to keep the orientation of the campaign planning in line with the thinking of the national leadership. If the combatant command does not identify the correct end state and corresponding objectives to orient the campaign, further planning is meaningless. Based on strategic direction, the supported CCDR will participate in this first of up to three IPRs to ensure the CCDR's views are in-synch with those of the SecDef before further planning proceeds. The CCDR will normally present his initial analysis in the form of a briefing (at most, a few slides) that synthesizes his understanding of strategic guidance, the linkage of the theater/military end state to the national end state, the analysis of facts and assumptions, and proposed mission and intent for the upcoming campaign. These IPRs have evolved to be more about dialogue between civilian and military leaders than about concrete approval. The national decision-makers always want to keep options open and do not like to be conceptually "boxed in," even when the CCDR needs some form of approval to allow continued planning.

The commander considers his operational design, as complemented and supplemented by the staff's analysis. While the staff has been focused on the planning aspects, the commander has continued to apply an operational design approach to the overall situation. Through his dialogue with the national policy makers (President, SecDef, CJCS), Joint Staff, military service chiefs, other supporting commands and agencies, allies, subordinate commanders, academia, think tanks, and others, he continues to enrich his understanding of the environment and the problem, and continues to extend and refine his visualization of the campaign. Through his experience and application of operational design, he is able to sense changes in the environment and refocus his understanding as appropriate. He transmits this increased understanding and visualization to his staff and subordinates as often as he believes there is need for updated focus. The CCDR brings his most recent understanding and visualization to the SecDef IPR.

A result of the first IPR is a common view of the problem and mission analysis and initial estimate insights. The SecDef will provide further guidance to guide continued operational design and planning. The CCDR uses these results to refine his vision for the campaign and provide further guidance to both staff and subordinate commands on how they should begin developing options for future, unified action. See Annex A for more on SecDef IPRs within APEX.

4. Develop Courses of Action. The commander and staff will work together to refine and develop the commander's initial vision and intent for the campaign into a specific, well-developed concept to accomplish unified action. See Figure 4-5 below for the inputs, outputs and potential steps involved. The staff supports the commander through in-depth analysis and presentation of a range of options for future military and non-military actions that will accomplish the desired strategic and military ends. One way staffs help commanders refine their visualization is to develop alternative Courses of Action (COA) to execute the commander's envisioned operational approach and achieve the objectives.

JPP Step 3 – Course of Action Development

Primary Inputs: Staff Estimates, Mission Statement, Commander's Operational Approach (incl Commander's Intent Statement, Commander's Planning Guidance), CCIRs

1. Review Information
2. Determine the COA Dev Technique
 - Simultaneous [multiple teams] or Sequential [one team]
 - Objective to Force method, Reverse planning or another method.
3. *Develop Opponent COAs*
4. Review Operational objectives and tasks AND develop ways to accomplish tasks
5. Synchronize actions (arrange in terms of time, space, purpose)
 - Phasing
 - Integrate and Synchronize Joint Functions, domains and forces
6. Focus on COGs and Decisive Points (or areas of influence)
7. Identify Sequencing (simultaneous, sequential, combination)
8. Identify Main and Supporting efforts
9. Identify Decision Points and Assessment Process
10. Identify component-level missions/tasks
11. Integrate IRCs
12. Task Organize (incl Command Relationships)
13. Sustainment Concept
14. Deployment Concept
15. Define the Operational Area (OA) [such as AOR, theater of war, theater of operations, JOA, etc.]
16. Develop Initial COA Sketches and Statements (**SEE GRAPHIC BELOW**)
17. Test the validity of each COA
 - Adequate (accomplishes the mission within the commander's guidance) [*Focused on ENDS*]
 - Acceptable (balances cost & risk with the advantage gained) [*Focused on WAYS*]
 - Feasible (within the allotted time, space and resource limitations) [*Focused on MEANS*]
 - Distinguishable (is sufficiently different from the other COAs)
 - Complete (answers all of the questions of who, what, where, when, how, and why)
18. Conduct COA Dev Brief
19. Commander's Guidance on COAs
20. Refine/Continue Staff Estimates
21. Conduct Vertical and Horizontal Parallel Planning

Primary Outputs: Revised Staff Estimates, COA Alternatives, Synch Matrixes, Risk Assessment, Risk identification, COA Evaluation Criteria adjustments

Italics/Blue = additive to JP 5-0

Order of items changed from JP 5-0

Figure 4-6: JOPP Step 3 – Develop Courses of Action

a. A COA is a potential way (solution, method) to accomplish the assigned mission. The staff develops COAs to provide unique [alternatives] to the commander, all oriented on accomplishing the military end state. A good COA accomplishes the mission within the commander's guidance, provides flexibility to meet unforeseen events during execution, and positions the joint force for future operations. It also gives components the maximum latitude for initiative. (JP 5-0, V-20. Alternatives was substituted to remove some ambiguity and confusion.)

Each COA will expand [on the Operational Approach] with the additional details that describe **who** will take the action, **what type** of military action will occur, **when** the action will begin, **where** the action will occur, **why** the action is required (purpose), and **how** the action will occur (method of employment of forces). (JP 5-0 V-20) Each COA [also] describes, in broad but clear terms, ... the size of forces deemed necessary, time in which joint force capabilities need to be brought to bear, and the risks associated with the COA. These COAs will undergo

additional validity testing, analysis, wargaming, and comparison, and they could be eliminated at any point during this process. (JP 5-0 V-21)

For each COA, the staff must enable the commander to envision the holistic employment of friendly forces and assets, taking into account externally-imposed limitations, the factual situation in the area of operations, and the conclusions from mission analysis. Equally important, the commander must envision how military force will work in conjunction with the other instruments of national power to achieve military and strategic ends. The LOOs/LOEs, objectives, and decisive points developed during operational design should drive and shape COA development.

(b) COA Development Techniques and Procedures

(1) Review information – ensure understanding of the mission, tasks and commander’s intent among the staff.

(2) Determine opposing courses of action. Before developing possible COAs, the staff must gain an appreciation of what other actors may do to shape the future environment to their desired end state. They can use the JIPOE process to help them gain such an appreciation, though they must consider not only enemy and adversary actions, but also neutral and friendly actions that may (unintentionally) impede achievement of their desired end state.

The staff determines how other relevant actors will attempt to accomplish their strategic goals by identifying their likely objectives and desired end states, potential strategic and military capabilities, and estimate how the opposition leader may apply his instruments of power in the future – the opposing courses of action (OCOAs). They must also consider aspects of other adversarial and even neutral actors courses of action as they may either support or limit achievement of our desired end state.

The staff’s analysis should identify all known factors affecting the opposition’s actions, including time, space, weather, terrain, and the strength and disposition of military forces, as well as other key factors that may oppose achievement of our desired conditions. The analysis of military capabilities should look across the air, space, maritime, land, and cyberspace domains.

(3) Developing OCOAs requires the commander and his staff to think as the opponent thinks. From that perspective, they postulate possible adversary objectives first and then visualize specific actions within the capabilities of adversary forces to achieve these objectives. Potential adversary actions relating to specific, physical objectives normally must be combined to form course of action statements. Below are the key elements of an OCOA, which may be in the form of a sketch, or a narrative, or a combination:

- Adversary objectives.

- Adversary force posture at the outset of the conflict.
- How the adversary will employ his instruments of power to accomplish objectives.
- Adversary posture when the conflict is over.
- Aspects of the desired OE opposed by neutral or friendly actors.
- Posture of relevant neutral actors at the outset of conflict.
- Likely actions taken by neutral or friendly actors that may impede, or assist, achievement of our desired conditions.

The staff will identify for the commander both the **most-dangerous OCOA**, as well as the **most-likely OCOA**, based upon the situation anticipated and/or at hand. Often, the most-likely and most-dangerous OCOAs are not the same, so there must be a conscious decision for the baseline assumption OCOA for friendly planning. Usually, commanders consider the most-likely OCOA as their baseline for friendly action unless the consequences of not focusing on the most-dangerous OCOA preclude doing otherwise.

A thinking and adaptive adversary will change perspectives and OCOAs to maximize his chances for success based on how his opponent (the American JFC) succeeds in changing the OE. Regardless of which OCOA supports the baseline planning effort, staffs must develop branches for the others, as time permits. After OCOA selection to support baseline planning, the staff develops a listing of associated adversary vulnerabilities for friendly-force exploitation and neutral/friendly potential actions that need to be mitigated. This list will aid in analysis of friendly COAs against the selected, baseline OCOA, and assist with determination of the advantages and disadvantages of friendly COAs during JOPP Step 5 *COA comparison*.

Finally, this analysis will not only influence the JPG's development of COAs, but will also form the basis to focus and develop PIR and those FFIR related to potentially unhelpful friendly and neutral actions. Based upon the commander's guidance, PIR serve as the focus to develop collection-and-analysis efforts and forwarding requests for information (RFI) to supporting agencies. The staff can focus efforts to collect, process, produce, and disseminate the required intelligence and other information.

(4) Determine the COA Development Technique - a critical first decision in COA development is whether to conduct simultaneous or sequential development of the COAs. Each approach has distinct advantages and disadvantages. The advantage of simultaneous development of COAs is potential time savings. Separate groups are simultaneously working on different COAs. The disadvantage of this approach is that the synergy of the JPG may be disrupted by breaking up the team. (JP 5-0 V-23)

(5) Review operational objectives and tasks and develop ways to accomplish tasks.

The JPG will analyze the commander’s guidance to develop a more detailed framework of nested objectives and effects (see Figure 4-7) for accomplishment during the campaign to achieve the military end state. In refining the commander’s operational design, the staff analyzes how the broad, overarching guidance for the campaign will break down into more detailed and achievable blocks as the campaign unfolds. This analysis of nested objectives and effects provides a framework for the logical development of tasks by components and functions that will achieve the desired conditions in the OE. With this framework, the staff then identifies the key tasks that must be performed to achieve the commander’s visualization.

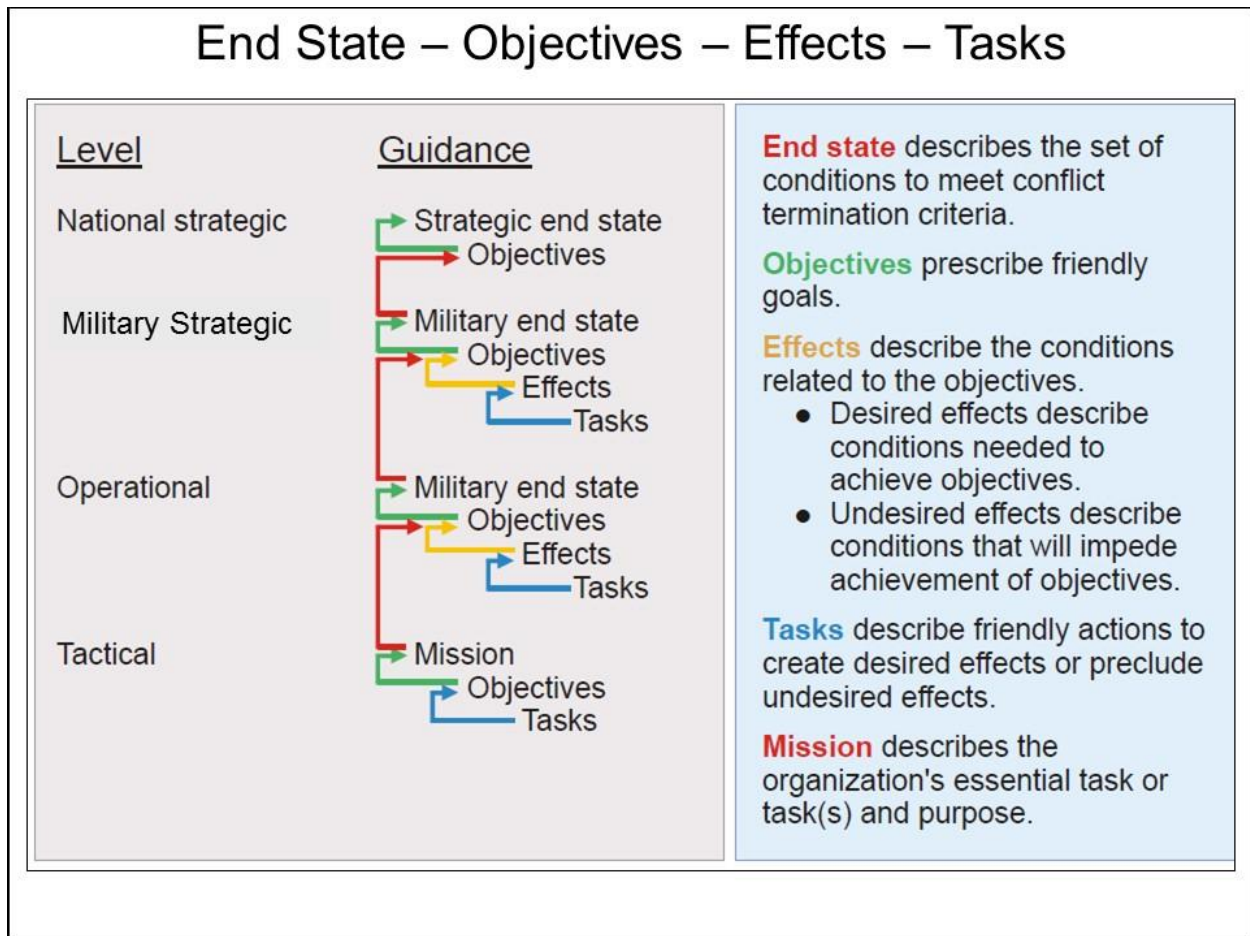


Figure 4-7: Relationship between End State, Objectives, Effects, and Tasks

(a) The **national strategic end state** describes the conditions that must be met from a unified action point of view in order to achieve or preserve U.S. national interests. These conditions will often be similar to the termination criteria for the campaign or major operation.

(b) The **military end state** describes the conditions that the military must achieve, through the accomplishment of its assigned objectives, in support of the national strategic end state. It is also the point beyond which the President does not

need the military to serve as *primary* instrument of national power to achieve the remaining national objectives or interests. However, this does not indicate the cessation of all military activity. The military might still conduct transition activities, force protection, reconstitution, and redeployment after the military end state has been achieved.

(c) **Objectives** are the clearly-defined, decisive, and attainable goals toward which joint capability is focused to accomplish the military end state. Military objectives are one of the most important considerations in operational design and campaign or major operation planning. They define the role of military forces in the larger context of – and nested within – national strategic objectives. They specify what to accomplish and provide the basis to describe campaign effects. Although the commander describes his visualization of the campaign's objectives in his intent and guidance, his staff should verify and refine them.

(d) An **effect** is a physical and/or behavioral state of a system that results from an action, a set of actions, or another effect (JP 3-0, GL-8). Effects bridge the gap between objectives and tasks by describing the conditions that need to be established through performance of tasks to accomplish objectives. This helps commanders and staffs visualize achievement of objectives, so they can develop the required tasks. From subordinate headquarters receiving tasks, effects can be seen as providing the "purpose" to tasks. Effects may be expressed in two ways:

- Desired Effects: "How do we want the environment to behave when we reach end state, or at particular points of the campaign en route to the end state?"
- Undesired Effects: "What are the behaviors and conditions in the OE that we must avoid during the campaign?"

Other agencies and partners can use the desired effects to help them visualize their activities to support the military activity if it is the primary means of achieving objectives, or how they will be supported by military activity if they provide the key means to achieve national strategic objectives. Thus, effects may be a prime means to bridge military and interagency understanding by describing how the OE should behave to show policy achievement.

Joint doctrine has no specific convention for writing effects, but there are four primary considerations according to JP 5-0:

- They should link directly to one or more objectives.
- They should be stated as conditions of the environment, not as another objective or task.
- They should be measurable.
- They should not specify ways and means for accomplishment.

Once the commander and staff understand the objectives and effects that define the campaign, they then develop appropriate **tasks** to create the desired effects, and preclude undesired effects. Not all tasks are connected to effects, e.g., support tasks related to logistics and communications. However, the commander emphasizes the development of effects-related tasks early in the planning process because of the obvious importance of these tasks to objective accomplishment. The following is an example of the nesting of these components:

(e) **Endstate:** Regional stability, territorial integrity, and trade are restored to pre-conflict levels. Newland no longer threatens Oldland or the region through the use of insurgency or state-sponsored terrorism.

(f) **Objective 1:** Restore and protect Oldland's (our key partner and neighbor of Newland) western border with Newland IAW the 1956 agreement.

- **Effect 1:** Oldland's Armed Forces and police are capable of providing for internal defense against insurgency and terrorism.
- **Effect 2:** Oldland's military is an active participant in regional security structures.
 - **Task 1:** Build and implement a robust security cooperation program with Oldland.
 - **Task 2:** Enable Oldland military participation in annual exercises Assured Resolve, Python Quest, and Iron Fist.

(5) *Synchronize actions.* - Once the staff has begun to visualize COA alternatives, it should see how it can best synchronize (arrange in terms of time, space, and purpose) the actions of all the elements of the force. (JP 5-0 V-24) There are 4 traditional methods to organize and synchronize actions: Phasing, Lines of Effort, Joint Functions and Components.

Because COAs are meant to be initial concepts, designating phases at this point may not be useful. One possible method of visualizing the sequence during COA development is to organize tasks and lines of operation/effort into Pre-hostilities, Hostilities, and Post-hostilities periods vice more detailed phases.

Develop an initial concept graphic and narrative. Based upon the initial framework, the JPG visualizes how to accomplish these objectives/effects over time. The staff develops an initial concept narrative and, if appropriate, a graphic that describes the major actions of the campaign as a useful reference.

(6) **COGs and decisive points (or areas of influence for CCMD-level campaigns)** The commander and the staff review and refine their COG analysis begun during [operational design] based on updated intelligence, JIPOE products, and initial staff estimates. The refined enemy and friendly COG analysis,

particularly the critical vulnerabilities, is considered in the development of the initial COAs. The COG analysis helps the commander become oriented to the enemy and compare friendly strengths and weaknesses. (JP 5-0 V-25. Operational Design inserted to remove some inconsistencies within JP 5-0)

Review the operational centers of gravity (COG) as the point of focus for the operations and post the major physical and logical decisive points that will be relevant to the COA. These might include ports, population centers, critical infrastructure, major events such as elections, support of key actors, etc. During COA development, these serve as points where friendly actions can, and probably will, come in contact with the enemy, and serve to orient planners on where major tasks/actions must focus.

(7) Identify the sequencing (simultaneous, sequential, or a combination) of the actions for each COA. Understand when and what resources become available during the operation or campaign. (JP 5-0 V-25)

- Array Forces at Military End state. Position forces geographically where they are needed in the theater at the end of the campaign and determine what those forces will do. Use the sketch to help visualize the forces and their locations.
- Identify Initial Entry Points. Based on initial guidance and knowledge of theater access and facilities, display where the forces can enter the theater from land, air and sea deployments, and show the initial bases/staging areas available to support this deployment. Also portray the initial lines of communication that will connect forces back to in-theater (intermediate staging bases) and strategic (CONUS or forward-deployed) bases of operations.
- Maneuver the Forces Forward to Military End State. Looking at the sketch with the end state and objectives/effects by period (or phase) in mind, determine the best way to get the forces into theater from bases in friendly territory to their ultimate locations at the end of the campaign. This activity will help formulate the desired basing plan for the beginning, middle, and end of the campaign.
- Array Forces at Pre-Hostilities. Visualize force positioning in Pre-hostilities after they enter the theater at these potential entry points, and formulate the initial concept for a basing plan and Joint Reception, Staging, Onward Movement, and Integration (JRSOI).

(8) Identify main and supporting efforts by phase, the purposes of these efforts, and key supporting/supported relationships within phases. (JP 5-0 V-25) At this point in initial concept development, there is no need to specify *who* the main effort is, but identifying *what* is the main effort is important.

(9) Identify a Reserve that can exploit success or prevent disaster. Identify decision points and assessment process. The commander will need to know when a critical decision has to be made and how to know specific objectives have been achieved. (JP 5-0 V-25)

(10) Identify component-level missions/tasks (who, what, and where) that will accomplish the stated purposes of main and supporting efforts. Think of component and joint function tasks such as movement and maneuver, intelligence, fires, protection, sustainment, C2, and information. Display them with graphic control measures as much as possible. A designated LOO will help identify these tasks. (JP 5-0 V-25)

During each of the periods, analyze how military and non-military actions will accomplish the required changes in the operational environment. It is not important yet to identify which subordinate organization will accomplish each of the actions, which are the tasks. It is, however, important to identify suitable tasks for or requests to our interagency partners (DOS, Dept. of Treasury, etc.), coalition and international organizations (UN, NATO, regional organizations like the European Union, etc.), and other non-governmental partners (International Committee of the Red Cross, etc.).

Focus on the effects to achieve or to avoid, and consider how to employ joint forces (via the joint functions) in conjunction with other instruments of power. Considerations for tasks include:

- Tasks required by the main effort.
- Tasks required by the supporting efforts.
- Initial entry into theater: basing, access, and overflight.
- Deployment and reception of the force (JRSOI).
- Protection of forces and host-nation points of entry.
- Building and maintaining a coalition force.
- C2 with joint, host-nation, and coalition forces.
- Achieving the desired effects.
- Preventing undesired effects/events, such as a humanitarian crisis, loss of local support, etc.
- Tasks required to support the use of other instruments of power.
- Tasks to protect the force from cyber-attack or exploit the use of cyber-attack.
- Sustaining the joint force, and additional support required to enable and maintain host-nation and coalition participation.
- Post-hostilities conditions, and how the joint force will maintain military gains and transform them into long-term strategic success.

Determine if the forces and capabilities allocated and/or are sufficient to meet the task requirements. Note any deficiencies. Sketch a troop-to-task analysis to help with determining the appropriate command structure.

(11) Integrate IRCs. Some IRCs help to create effects and influence adversary decision making. Planners should consider how IRCs can influence positioning of adversary units, disrupt adversary C2, and decrease adversary morale when developing COAs. (JP 5-0 V-26)

(12) Task Organization

(a) The staff should develop an outline task organization to execute the COA. The commander and staff determine appropriate command relationships and appropriate missions and tasks.

(b) Determine command relationships and organizational options - determine the types of subordinate commands and the degree of authority to be delegated to each. Clear definition of command relationships further clarifies the intent of the commander and contributes to decentralized execution and unity of effort. (JP 5-0 V-26)

At this point, identify the basics of how you will organize by components, any JTFs requirements, and how the joint force will control or coordinate its efforts with the host nation, multinational forces, and interagency elements as necessary. Again, this structure is an *initial* organization around which to continue COA development, and may change when tested in wargaming. Some considerations:

- Geometry – how to allocate the battle space (e.g. joint operations area, joint special operations area, or joint security area).
- Organization (functional components, service components).
- Interagency considerations (coordination mechanisms).
- Multinational considerations (initial coalition command/coordinating structure).

(13) Sustainment Concept - The sustainment concept ... entails identifying the requirements for all classes of supply, creating distribution, transportation, OCS, and disposition plans to support the commander's execution, and organizing capabilities and resources into an overall theater campaign or operation sustainment concept. It concentrates forces and material resources strategically so the right force is available at the designated times and places to conduct decisive operations. (JP 5-0 V-26)

(14) Deployment Concept - describe the general flow of forces into theater. There is no way to determine the feasibility of the COA without including the deployment concept. While the detailed deployment concept will be developed during plan

synchronization, enough of the concept must be described in the COA to visualize force buildup, sustainment requirements, and military-political considerations. (JP 5-0 V-27)

(15) Define the Operational Area (OA)

- OAs include, but are not limited to, such descriptors as AOR, theater of war, theater of operations, JOA, amphibious objective area, joint special operations area, and area of operations. Except for AOR, which is assigned in the UCP, GCCs and their subordinate JFCs designate smaller OAs on a temporary basis.
- The OA must be precisely defined because the specific geographic area will impact planning factors such as basing, overflight, and sustainment. (JP 5-0 V-27)

(16) Develop Initial COA Sketches and Statements. Each COA should answer the following questions:

- (a) Who (type of forces) will execute the tasks?
- (b) What are the tasks?
- (c) Where will the tasks occur? (Start adding graphic control measures, e.g., areas of operation, amphibious objective areas).
- (d) When will the tasks begin?
- (e) What are key/critical decision points?
- (f) How (but do not usurp the components' prerogatives) the commander should provide "operational direction" so the components can accomplish "tactical actions."
- (g) Why (for what purpose) will each force conduct its part of the operation?
- (h) How will the commander identify successful accomplishment of the mission?
- (i) Develop an initial intelligence support concept. (JP 5-0 V-27)

See Figure 4-8 for elements that should be included.

Course of Action Development – Narrative and Sketches

For each COA, develop a narrative and sketch that provides the following:

- Operational Environment (OE)
- Objectives
- Operational Concept
 - Key tasks and purpose
 - Lines of Effort / Lines of Operation
- Forces and capabilities required
 - To include anticipated interagency roles, action and supporting tasks.
- Task Organization
 - To include Main and Supporting efforts
 - *Identification of reserve (if appropriate)*
- Communication Synchronization (including integration of Information Related Capabilities)
- Integrated Timeline
 - To include Required decisions, decisions timelines (e.g. mobilization, DEPOD), *and DPs*
 - *Command relationships, battlespace geometry, and organizational options*
 - *By Phase if necessary*
 - Tasks to Components and other Organizations
- Sustainment concept (incl Logistics Estimates and Feasibility)
- Deployment concept
- Risk
- Synchronization Matrix

Underlined / Green = additive (from JP 5-0 COA Dev Briefing Example)

Italics / Blue = additive to JP 5-0

Order of items changed from JP 5-0

Figure 4-8: COA Development Element for the Narrative/Sketch

(17) *Test the Validity of Each COA.* All COAs selected for analysis must be valid, and the staff should reject COA alternatives that do not meet all five of the following validity criteria:

(a) **Adequate**—Can accomplish the mission within the commander's guidance. This test focuses on ends. Preliminary tests include:

- Does it accomplish the mission?
- Does it meet the commander's intent?
- Does it accomplish all the essential tasks?
- Does it meet the conditions for the end state?
- Does it take into consideration the enemy and friendly COGs?

(b) **Feasible**—Can accomplish the mission within the established time, space, and resource limitations. This test focuses on means and risk.

- Does the commander have the force structure and lift assets (means) to execute it?
- Although this process occurs during COA analysis and the test at this time is preliminary, it may be possible to declare a COA infeasible (for example, resources are obviously insufficient). However, it may be possible to fill shortfalls by requesting support from the commander or other means.

(c) **Acceptable**—Must balance cost and risk with the advantage gained. This test focuses on ways and risk.

- Does it contain unacceptable risks? (Is it worth the possible cost?) A
- COA is considered acceptable if the estimated results justify the risks. The basis of this test consists of an estimation of friendly losses in forces, time, position, and opportunity.
- Does it take into account the limitations placed on the commander (must do, cannot do, other physical or authority limitations)?
- Acceptability is considered from the perspective of the commander by reviewing the strategic objectives.
- Are COAs reconciled with external constraints, particularly ROE? This requires visualization of execution of the COA against each enemy capability.
- Although this process occurs during COA analysis and the test at this time is preliminary, it may be possible to declare a COA unacceptable if it violates the commander's definition of acceptable risk.

(d) **Distinguishable**—Must be sufficiently different from other COAs in the following:

- The focus or direction of main effort.
- The scheme of maneuver.
- Sequential versus simultaneous maneuvers.
- The primary mechanism for mission accomplishment.
- Task organization.
- The use of reserves.

(e) **Complete**—Does it answer the questions who, what, where, when, how, and why? The COA must incorporate:

- Objectives, desired effects to be created, and tasks to be performed.
- Major forces required.
- Concepts for deployment, employment, and sustainment.
- Time estimates for achieving objectives.
- Military end state and mission success criteria (including the assessment: how the commander will know they have achieved success). (JP 5-0 V-28)

(18) Conduct COA Development Brief to Commander.

COA Development Brief Example

<ul style="list-style-type: none"> • Context/background (i.e., road to war) • Initiation—review guidance for initiation • Strategic guidance—planning tasks assigned to supported commander, forces/resources apportioned, planning guidance, updates, defense agreements, theater campaign plan(s), Guidance for Employment of the Force/Joint Strategic Campaign Plan • Forces allocated/assigned • JIPOE • Enemy Objectives • Enemy COAs – most dangerous, most likely, strengths and weaknesses. • Update facts and assumptions • Mission statement • Commander’s intent (purpose, method, end state) • End state: political/military <ul style="list-style-type: none"> – termination criteria • Center of gravity analysis results: critical factors; strategic/operational • Joint operations area/theater of operations/communications zone sketch • Shaping activities recommended (for current theater campaign plan) • Flexible deterrent options with desired effect 	<ul style="list-style-type: none"> • For each COA, sketch and statement by phase <ul style="list-style-type: none"> – Operational Environment (OE) – Objectives – Operational Concept <ul style="list-style-type: none"> • Key tasks and purpose • <u>Lines of Effort / Lines of Operation</u> – Forces and capabilities required <ul style="list-style-type: none"> • To include anticipated interagency roles, action and supporting tasks. – Task Organization <ul style="list-style-type: none"> • To include Main and Supporting efforts • <i>Identification of reserve (if appropriate)</i> – Communication Synchronization (including integration of Information Related Capabilities) – Integrated Timeline <ul style="list-style-type: none"> • To include Required decisions, decisions timelines (e.g. mobilization, DEPORD), <i>and DPs</i> – <i>Command relationships, battlespace geometry, and organizational options</i> <ul style="list-style-type: none"> • <i>By Phase if necessary</i> – <u>Tasks to Components and other Organizations</u> – Sustainment concept (<u>incl Logistics Estimates and Feasibility</u>) – Deployment concept – Risk – <u>Synchronization Matrix</u> • COA summarized distinctions • COA priority for analysis • Commander’s Guidance
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Underlined / Green = additive (from JP 5-0 COA Dev Briefing Example)
Italics / Blue = additive to JP 5-0

Figure 4-9: COA DEV Brief Example Format

(19) JFC Provides Guidance on COAs

(a) Review and approve COA(s) for further analysis.

(b) Direct revisions to COA(s), combinations of COAs, or development of additional COA(s).

(c) Direct priority for which enemy COA(s) will be used during wargaming of friendly COA(s). (JP 5-0 V-29)

(20) Continue the Staff Estimate Process. The staff must continue to conduct their staff estimates of supportability for each COA. (JP 5-0 V-30)

Staff directorates analyze and refine each COA to determine its supportability. A purpose of the staff estimate is to determine whether the mission can be accomplished and to determine which COA can best be supported. This, together with the supporting discussion, gives the commander the best possible information from which to select a COA. Each staff section analyzes each COA, its supportability, and which COA is most supportable from their particular, functional perspective.

(21) Conduct Vertical and Horizontal Parallel Planning

(a) Discuss the planning status of staff counterparts with both commander's and JFC components' staffs.

(b) Coordinate planning with staff counterparts from other functional areas.

(c) Permit adjustments in planning as additional details are learned from higher and adjacent echelons, and permit lower echelons to begin planning efforts and generate questions (e.g., requests for information). (JP 5-0 V-31)

5. Analyze Courses of Action. The JPG analyzes in detail each COA that survived Step 3. The objective of this step is to analyze each COA critically, independently, and according to the commander's guidance in an effort to determine the advantages and disadvantages associated with each COA. COA analysis is the process of closely examining potential COAs to reveal details that will allow the commander and staff to tentatively identify COAs that are valid and identify the advantages and disadvantages of each proposed friendly COA. (JP 5-0 V-31) See Figure 4-10 for the inputs, outputs and potential steps involved. Wargaming is a "Garbage in – Garbage out" phenomenon. A poorly developed COA will produce wargame(s) that waste time and do not satisfyingly uncover the information necessary to improve COA Alternatives.

It also helps the commander and staff to:

- Determine how to maximize combat power against the enemy while protecting the friendly forces and minimizing

collateral damage in combat or maximize the effect of available resources toward achieving CCMD and national objectives in noncombat operations and campaigns.

- Have as near an identical visualization of the operation as possible.
- Anticipate events in the OE and potential reaction options.
- Determine conditions and resources required for success while also identifying gaps and seams.
- Determine when and where to apply the force's capabilities.
- Plan for and coordinate authorities to integrate IRCs early.
- Focus intelligence collection requirements.
- Determine the most flexible COA.
- Identify potential decision points.
- Determine task organization options.
- Develop data for use in a synchronization matrix or related tool.
- Identify potential plan branches and sequels.
- Identify high-value targets.
- Assess risk.
- Determine COA advantages and disadvantages.
- Recommend CCIRs.
- Validate end states and objectives.
- Identify contradictions between friendly COAs and expected enemy end states.(JP 5-0 V-33)

JPP Step 4 – COA Analysis and Wargaming

Primary inputs: revised staff estimates, COA alternatives, *opposing COAs*, synchronization matrices, Evaluation criteria

1. Develop COA Analysis Considerations
 - a) Evaluation Criteria
 - b) Critical Events
2. Wargame Analysis Decisions
 - a) Type of Wargame
 - b) Prioritize enemy COAs, or Partner capabilities
3. Conduct Wargame (review COAs independently)
4. Evaluate Results
5. Prepare Products
6. *Adjust COA to mitigate risk/better achieve objectives*
7. *Revise staff estimates*

Primary outputs: Potential decision points, Potential branches and sequels, Refined COAs, Revised staff estimates, Synchronization Matrices

Wargamed COAs with graphic and narrative, Branches and sequels identified, Information on commander's evaluation criteria, Initial task organization, Critical events and decision points, Newly identified resource shortfalls, Refined/new CCIRs and event template/matrix, Initial DST/DSM, Assessment plan and criteria.

Italics / Blue = additive to JP 5-0 Underlined / Green = additive (from JP 5-0 COA War gaming text)

Figure 4-10: JOPP Step 4 — Analyze Courses of Action

It is critical that the analysis first looks at each COA independently from the other COAs; a comparison will come later. At this point, the staff is looking for best answers to the following questions (not inclusive):

- Will the tasks identified achieve the desired effects in a way that will achieve the desired conditions, and avoid generating unintended effects?
- How will military operations change the adversary and the operational environment over the course of the campaign?
- What are the points at which COAs do not offer enough flexibility to oppose adversary actions, and where might branches and sequels be required?
- What are the strengths and weaknesses of each COA, and how well does each COA meet the commander's vision for success? How well do they hold up under the rigor of a realistic opposing force or situation (for an HA mission, the enemy might not be an armed force).
- What are potential decision points where the commander must make a key decision, and the critical information requirements (CCIR) for the commander to make such a decision?

- Which aspects of the COA may introduce strategic challenges that must be resolved?

Wargaming is a primary means to conduct this analysis. Wargames are representations of conflict or competition in a synthetic environment, in which people make decisions and respond to the consequences of those decisions. COA wargaming is a conscious attempt to visualize the flow of the operation, given joint force strengths and dispositions, adversary capabilities and possible COAs, the OA, and other aspects of the OE. (JP 5-0 V-31) It is "a simulation of a military operation involving two or more opposing forces, using rules, data and procedures designed to depict an actual or assumed real-life situation" (JP 1-02). It is a conscious effort to visualize the flow of a plan, within an OE, using joint forces, while integrating the other instruments of power as appropriate, and confronting a realistic, thinking, and adaptive adversary. Wargaming assists joint-force planners to identify the strengths and weaknesses, associated risks, and asset shortfalls for each friendly COA. While joint doctrine refers to visualizing the flow of a military operation as the key element in wargaming, the commander and staff must also consider the application of all instruments of national power (DIME).

a. COA Analysis Considerations. Evaluation criteria and known critical events are two of the many important considerations as COA analysis begins. (JP 5-0 V-35)

(1) Develop evaluation criteria. Determining the initial evaluation criteria is a critical requirement that begins before COA analysis. The commander may specify some of these criteria, but the JPG normally develops most of them. The commander is the final approval authority for the criteria, regardless of who develops them. The insights available from Mission Analysis, and from the commander's intent and planning guidance, may suggest appropriate evaluation criteria. Through the wargaming process, some additional evaluation criteria may emerge for use later in COA comparison.

(2) List Known Critical Events. These are essential tasks, or a series of critical tasks, conducted over a period of time that require detailed analysis (such as the series of component tasks to be performed on D-day). ... decision points are most likely linked to a critical event (e.g., commitment of the reserve force). (JP 5-0 V-36)

b. Wargaming Analysis Decisions - two key decisions to make before COA analysis begins.

(1) The first decision is to decide what type of wargame will be used. This decision should be based on commander's guidance,

time and resources available, staff expertise, and availability of simulation models.

Methods include:

- Major periods construct with Pre-Hostilities, Hostilities and Post-Hostilities.
- Phasing model articulated in joint doctrine or another phasing model developed for the campaign.
- Critical events sequencing, decisive points or major tasks.
- Computer assisted.

(2) The second decision involves deciding in what order you will wargame. The JPG prioritizes to ensure key concerns are addressed before available time runs out. For example it may decide to prioritize war gaming against the enemy's most dangerous COA before the most likely COA, or vice versa. Similarly it may decide to wargame a specific COA early in the process because there is concern over partner capabilities that needs to be looked at closely.

(3) War game each COA independently. The COAs must be evaluated through the other actors' eyes, given their political and cultural perspectives and biases, to determine if the proposed actions will change the intended behaviors in the manner that friendly planners believe -- a key aspect to achieve desired, rather than undesired, effects. Keep in mind that, in addition to actions by adversaries, actions by neutral or even friendly actors may need to be considered as "opposing" actions, as the goal is to achieve our desired operational environment. **While the main effort is on applying the use of military power, consider all available instruments of power.** While the commander may not be able to control the D, I, and E actions, he can coordinate these instruments with other actors who may be able to influence their application.

c. Conduct the war game. The JPG will conduct the war game by assembling information, marshalling and assembling the proper tools and teams for analysis, and following a well-ordered process for systemic analysis of the proposed COAs. See Figure 4-11 for sample steps that can be conducted.

A simple manual war game method employs an action-reaction-counteraction format between "Blue" and "Red" teams. A possible framework to guide the flow is to use the Lines of Operation or Lines of Effort sequentially to work through the campaign. The supervisor of the war game directs the questioning and ensures that war game time is not wasted. Blue, Red, and, if appropriate, Green (neutral actors) teams who *THINK* and speak for their forces when directed by the supervisor are critical to the process. The supervisor should identify a separate recorder to document the results in a useful format and to record any issues that cannot be resolved quickly.

Sample Wargaming Steps

1. Prepare for the wargame

- Gather Tools
- List and review friendly forces
- List and review opposing forces
- List known critical events
- Determine participants
- Determine opposing alternative end states and actions

or

Determine enemy COA to oppose

- Select wargaming method
 - manual or computer-assisted
- Select a method to record and display wargaming results
 - narrative
 - sketch and note
 - wargame worksheets
 - synchronization matrix

2. Conduct the wargame and assess results

- Purpose of wargame (identify gaps, visualization, etc)
- Basic methodology (e.g. action, reaction, counteraction)
- Record results

3. Output of wargaming:

- Results of the wargame brief
 - potential decision points
 - governing factors
 - potential branches and sequels
- Revised staff estimates
- Refined COAs
- TPFDD Refinement and Transportation feasibility
- Feedback through the COA decision brief

Figure 4-11: Sample Wargaming Steps

As the JPG conducts the war game, they interpret the results of analysis to ensure each COA remains valid. If a COA is inadequate, infeasible, or unacceptable, they must discard or modify that COA. The JPG may also find that it needs to combine aspects of COAs to develop new ones. Throughout the analysis and wargaming process, the JPG must remain focused on the following areas:

- Objectives
- Balance between creativity and the realities of the OE.
- The elements of operational design.
- Joint functions (JP 3-0).

d. Record the war game. Proceedings of the war game can be recorded by a variety of means:

- Narrative describing the action, probable reaction, counteraction, assets, and time used.
- Sketch-note which uses a narrative but adds operational sketches to paint a clear picture.

- Synchronization matrix organized by time or major events as columns, with functional and other major activity areas as rows. If used as a recording tool, this would form the beginning of the synchronization matrix that will provide the commander and staff a visualization tool for the campaign. It can be refined throughout planning, and should be updated throughout the campaign. The synchronization matrix helps staff officers build the detailed functional plans that support the campaign plan.

Synchronization Matrix Key results that should be recorded include:

- Decision points, potential evaluation criteria, CCIRs, COA adjustments, branches, and sequels.
- Refined event template
- Initial Decision Support Template (DST)
- Decision Points and associated CCIRs (JP 5-0 V-40)

Whichever method of recording the war game is used, it is important to capture the decision points, CCIRs, COA adjustments, potential branches and sequels, and potential undesired effects.

e. Evaluate the Results. The analysis of the COA as a result of the war game should include the following areas.

- Propensity to achieve the desired operational environment. Will the COA achieve the objectives? How long will it take?
- Advantages and disadvantages. What are the major elements of this COA that may present distinct advantages or disadvantages to the command?
- Critical events, decision points, and CCIR. What are the critical events that will determine whether objectives are achieved? What may happen that will require a commander decision to change the plan? What information does the commander need to make that decision? What elements of assessment must be added to the plan?
- Potential branches and sequels. What branches to the plan may be required to deal with possible deviations from the expected campaign? What branches or sequels may be required in the event of more rapid than expected success?
- Risks of undesirable effects. What are the potential second order effects of our actions (or of other actors' actions) that may have to be mitigated?
- Strategic challenges that must be resolved. What strategic issues emerged that must be brought to the attention of higher commands or civil authorities or partners? What are some possible mitigation strategies to these challenges?

After the war game is complete, there should be sufficient visualization of the campaign to solidify the tasks required. Some of these tasks will be related directly to

achieving effects that will enable objectives to be met, while others will be supporting tasks (such as building bases, establishing logistics stocks and resupply routes, conducting JRSOI). Visualization and decision making tools that should come out of the evaluation include:

f. Prepare Products. Primary outputs are:

- Wargamed COAs with graphic and narrative. Branches and sequels identified.
- Information on commander's evaluation criteria.
- Initial task organization.
- Critical events and decision points.
- Newly identified resource shortfalls.
- Refined/new CCIRs and event template/matrix.
- Initial DST/DSM.
- Refined synchronization matrix.
- Refined staff estimates.
- Assessment plan and criteria. (JP 5-0 V-41)

g. Adjust the COA to mitigate risk and enable it to better achieve objectives. After analysis of the COA through wargaming, the staff can refine the COA to improve its likelihood of achieving the objectives in the time desired (given other limitations noted) and reduce the elements of risk. If the COA becomes significantly different, then it should be re-briefed to the commander. Care must be taken not to "morph" the COA so that it is no longer distinguishable from the other COAs.

h. Update staff estimate. Record observations about the COAs in the staff estimate, to include functional requirements, relevant challenges to the functional area, and mitigation measures relevant to the staff section's function.

6. Course of Action Comparison. COA comparison is a subjective process whereby COAs are considered independently and evaluated/compared against a set of criteria that are established by the staff and commander. The objective is to identify and recommend the COA that has the highest probability of accomplishing the mission. (JP 5-0 V-42) After rigorous independent analysis of each COA, the JPG compares the COAs using a common set of criteria.

COA comparison facilitates the commander's decision-making process by balancing the **ends, means, ways, and risk** of each COA. ... COA comparison helps the commander answer the following questions:

- What are the differences between each COA?
- What are the advantages and disadvantages?

- What are the risks? (JP 5-0 V-42)

During the comparison process (See Figure 4-4 for the inputs, outputs and potential steps involved), the JPP focuses on evaluating the value of each COA through the commander's eyes -- using his visualization of the campaign as the standard. The purpose of the comparison is to determine which COA is the best fit for his intent, with least cost and risk, and greatest chance of success. Using evaluation criteria derived mostly from his intent and guidance, the staff **evaluates the COAs against the evaluation criteria — not against one another — to identify the one that best meets the commander's needs.**

JPP Step 5 – Compare Courses of Action

Primary inputs: *Refined COAs*, Advantages and disadvantages, wargaming results, evaluation criteria, revised staff estimates,

1. Determine/define comparison/evaluation criteria (add/delete)
2. Define and determine the standards for each criterion.
3. Compare COAs using objective evaluation criteria
4. *ID the COA that performs best (within criteria) against enemy's most likely and most dangerous COAs.*
 - a) *ID advantages and disadvantages*
 - b) *ID Risks*

Primary outputs: Evaluated COAs, Recommended COA, COA selection rationale, Revised staff estimates, refined CCIR, Synchronization Matrices

Italics / Blue = additive to JP 5-0

Figure 4-12: JOPP Step 5 — Compare Courses of Action

a. **Determine/define evaluation criteria.**

- Criteria are based on the particular circumstances and should be relative to the situation.
- Review commander's guidance for relevant criteria.
- Identify implicit significant factors relating to the operation.
- Each staff identifies criteria relating to that staff function.
- Other criteria might include:

- o Political, social, and safety constraints; requirements for coordination with embassy/interagency personnel.
- o Fundamentals of joint warfare.
- o Elements of operational design.
- o Doctrinal fundamentals for the type of operation being conducted.
- o Mission accomplishment.
- o Risks.
- o Implicit significant factors relating to the operation (e.g., need for speed, security).
- o Costs.
- o Time. (JP 5-0, V-36 and 44 combined)
- o Force protection.
- o Casualties or collateral damage.
- o Use of Flexible Deterrent Options.
- o Impact on coalition interests.

b. Define and determine the standards for each Criteria.

Establish standard definitions for each evaluation criterion. Define the criteria in precise terms to reduce subjectivity and ensure the interpretation of each evaluation criterion remains constant between the various COAs. (JP 5-0 V-44)

c. Compare COAs using evaluation criteria. The COAs are compared using the evaluation criteria that was established prior to the wargaming (and probably augmented as a result of wargaming). The inputs to COA comparison are the independent staff estimates and war game results. The chief of staff or JPG leader directs the comparison discussion. Staff planners normally conduct the comparison in isolation from the commander, and may include the subordinate component staffs.

The staff should remain as objective as possible when comparing the COAs and avoid manipulating criteria to promote a "favorite COA." Weighting evaluation criteria is a frequent and often helpful technique to identify the most-critical criteria. Weighting, like evaluation criteria selection, should come prior to formal COA comparison to avoid assigned weight manipulation.

d. Select the "best" staff-recommended COA. After the comparison analysis, the staff must select the COA that they will recommend to the commander. This selection must consider not only the JPG analysis, but also each staff section's functional analysis of the COAs. COA comparison is ultimately a subjective process that uses collective staff judgment and should not become a purely mathematical exercise, though using "+, -, 0" or 1, 2, 3 as expressions of relative value may be appropriate. The key element in this process is the ability to articulate to the commander why one COA is preferred over another in terms of how well the COA meets the evaluation criteria. Using some type of decision matrix may help, but be careful to keep it as

objective as possible. In essence, the staff is trying to use a measure of *objectivity* to evaluate and differentiate *subjectivity*. See Figure 4-13 and F-14 for examples.

One type of COA comparison matrix uses weighted numerical comparisons. In this method, each criterion is given a comparative weight based on its importance. This weight likely would be derived from commander's intent and guidance. Because the COAs are compared to the evaluation criteria, rather than to each other, there is no need to identify the 1st, 2nd, 3rd "place" COAs for each criterion. If "+, -, 0" is used, "+" means it does well in meeting the criteria, "-" means it does not do as well, and "0" means it is balanced. If 1-3 is used as a scale, lower is better, so 1 means that the COA meets the evaluation criteria well, 3 means not well, and 2 is in the middle.

Evaluation Criteria	Weight	COA #1		COA#2		COA#3	
		Score	Weighted	Score	Weighted	Score	Weighted
Risk	2	3	6	1	2	2	4
Flexibility	1	2	2	2	2	1	1
Damage to Alliance	1	2	2	1	1	1	1
Force Protection	1	3	3	3	3	1	1
TOTAL		13		8		7	

Figure 4-13: Sample COA Comparison Matrix (Weighted Numerical)

Some commanders are less comfortable with numerical ways to present the comparison. Another type of comparison matrix is below. Each COA is described in terms of advantage or disadvantage against the evaluation criteria.

COA	Advantages	Disadvantages
COA #1	<ul style="list-style-type: none"> •Rapid Delivery •Meets Critical Needs 	<ul style="list-style-type: none"> •Rough integration of forces •Rough transition •Complex organization •Not flexible •Marginally adequate force protection
COA #2	<ul style="list-style-type: none"> •Rapid Delivery •Meets critical needs •Smooth integration •Smooth transition •Adequate Force Protection 	<ul style="list-style-type: none"> •Complex organization •Marginally flexible
COA #3	<ul style="list-style-type: none"> •Smooth integration •Smooth transition •Simple organization •Adequate force protection 	<ul style="list-style-type: none"> •Slower delivery •Does not meet all critical needs

Figure 4-14: Sample COA Comparison Matrix (Descriptive)

7. Approve a Course of Action. In this JPP step, the staff briefs the commander on the COA comparison and the analysis and wargaming results, including a review of important supporting information. The staff determines the preferred COA to recommend to the Commander. (JP 5-0 V-45) See Figure 4-15 for the inputs, outputs and potential steps involved in COA Approval. The aim is to obtain his decision on which COA to develop into the concept of operations (CONOPS) of the campaign. This enables the commander to refine his visualization of the campaign and provide further guidance to the staff on how to proceed with CONOPS development.

JPP Step 6 – Course of Action Approval

Primary inputs: Refined COAs, recommended COA, Cmdr's personal analysis, *COA selection rationale, refined CCIR, revised staff estimates*

1. Prepare the COA Comparison/Decision Brief
2. *Recommend COA to Cdr*
3. Commander Selects/Modifies the COA
4. *Receive Cdr guidance for plan development*
5. *Confirm refined Commander's Intent*
6. Refine Selected COA
7. *Update staff estimates*
8. Prepare the 'Commander's Estimate' if required.
9. CJCS Estimate Review

Primary outputs: Commander's COA selection with modifications, Refined Commander's Intent, Commander's Estimate (if required), *Guidance for plan development*

Italics / Blue = additive to JP 5-0



Figure 4-15: JOPP Step 6 — Course of Action Approval

a. Present the COA Decision Briefing. The staff briefs the commander on the COA comparison, COA analysis, and wargaming results. The briefing should include a review of important supporting information such as the current status of the joint force, the current JIPOE, and assumptions used in COA development. (JP 5-0 V-46)

b. Recommend COA to the commander. During the brief (see Figure 4-16 for an example agenda), it is important that dissenting views be heard so that the commander can understand all aspects of the analysis. Staff officers should be encouraged to expound on issues in their functional areas if needed. Subordinate commands should be present, or linked via video-teleconference. Other partners also should be invited to the brief, to include other government agencies and key multinational partners, to the extent possible or appropriate. Staff officers from those organizations are probably part of the JPG, so there should be no surprises.

COA Decision Brief

1. Purpose of the briefing
2. Update the Opposing Situation – Strength, Composition, Location, Disposition, Reinforcements, Logistics, Time, Space, Combat Efficiency
3. *Update the understanding of the operational environment*
4. *Update the understanding of the problem*
5. Update the friendly situation (military forces and other relevant elements of power)
6. Mission statement & Commander's Intent
7. Present each COA
 - Updates to Assumptions, Limitations, COGs, Phasing, LOO/LOE
 - Narrative and/or sketch
 - COA Architecture – Task Org, Command Relationships, OA Org
 - Major differences between each COA
 - *Advantages/disadvantages/risks*
 - *Needed branches, changes, resources*
 - Summary of the COA
8. COAs Analysis
 - Review of War gaming efforts
 - Added considerations (based off staff/Comdr's experience)
9. COA Comparison
 - Description of Evaluation/Comparison Criteria & methodology
 - Comparison using evaluation criteria
10. COA Recommendations
 - Staff & Components

Italics / Blue = additive to JP 5-0

Figure 4-16: Sample COA Decision Brief Agenda

c. Commander Selects/Modifies the COA. The commander, upon receiving the staff's recommendation, combines personal analysis with the staff recommendation, resulting in a selected COA. It gives the staff a concise statement of how the commander intends to accomplish the mission, and provides the necessary focus for planning and plan development....The commander may:

- *Concur with staff/component recommendations, as presented.*
- *Concur with recommended COAs, but with modifications.*
- *Select a different COA from the staff/component recommendation.*
- *Combine COAs to create a new COA.*
- *Reject all and start over with COA development or mission analysis.*
- *Defer the decision and consult with selected staff/commanders prior to making a final decision. (JP 5-0 V-46)*

d. Receive commander's guidance for concept development. As part of the COA decision brief, or following it, the commander will likely provide additional guidance that will guide the development of the approved COA into the concept of operations (CONOPS).

e. Confirm updated commander's intent. Upon hearing the analysis of the COAs, the commander is likely to understand the environment and the problem(s) better. This may cause him to adapt his intent and/or guidance. This is an opportunity for the commander to transmit any updates to the staff and other relevant planning parties.

f. Refine the Selected COA. Once the commander selects a COA, the staff will begin the refinement process of that COA into a clear decision statement to be used in the commander's estimate. At the same time, the staff will apply a final "acceptability" check.

- Staff refines commander's COA selection into clear decision statement.
 - Develop a brief statement that **clearly and concisely** sets forth the COA selected and provides whatever information is necessary to develop a plan for the operation (no defined format).
 - Describe what the force is to do as a whole, and as much of the elements of when, where, and how as may be appropriate.
 - Express decision in terms of what is to be accomplished, if possible.
 - Use simple language so the meaning is unmistakable.
 - Include statement of what is acceptable risk.
- Apply final "acceptability" check.
 - Apply experience and an understanding of situation.
 - Consider factors of acceptable risk versus desired objectives consistent (JP 5-0 V-47)

g. Update staff estimates. Once the commander makes a decision on a COA, provides any additional guidance, and updates his intent, staff officers record this new information and refine their estimates of the campaign's supportability from their functional viewpoint.

h. Prepare the Commander's Estimate. The commander's estimate provides a **concise narrative statement** of how the commander intends to accomplish the mission and provides the necessary

focus for campaign planning and contingency plan development. Further, it responds to the establishing authority's requirement to develop a plan for execution. The commander's estimate provides a continuously updated source of information from the perspective of the commander. (JP 5-0 V-48) It also provides the necessary focus for continued campaign planning and for developing an OPLAN/OPORD. (See Figure 4-17 for a potential outline for this estimate).

With appropriate horizontal and vertical coordination, the commander's COA selection may be briefed to and approved by SecDef. ... The commander's estimate then becomes a matter of formal record keeping and guidance for component and supporting forces. (JP 5-0, V-48)

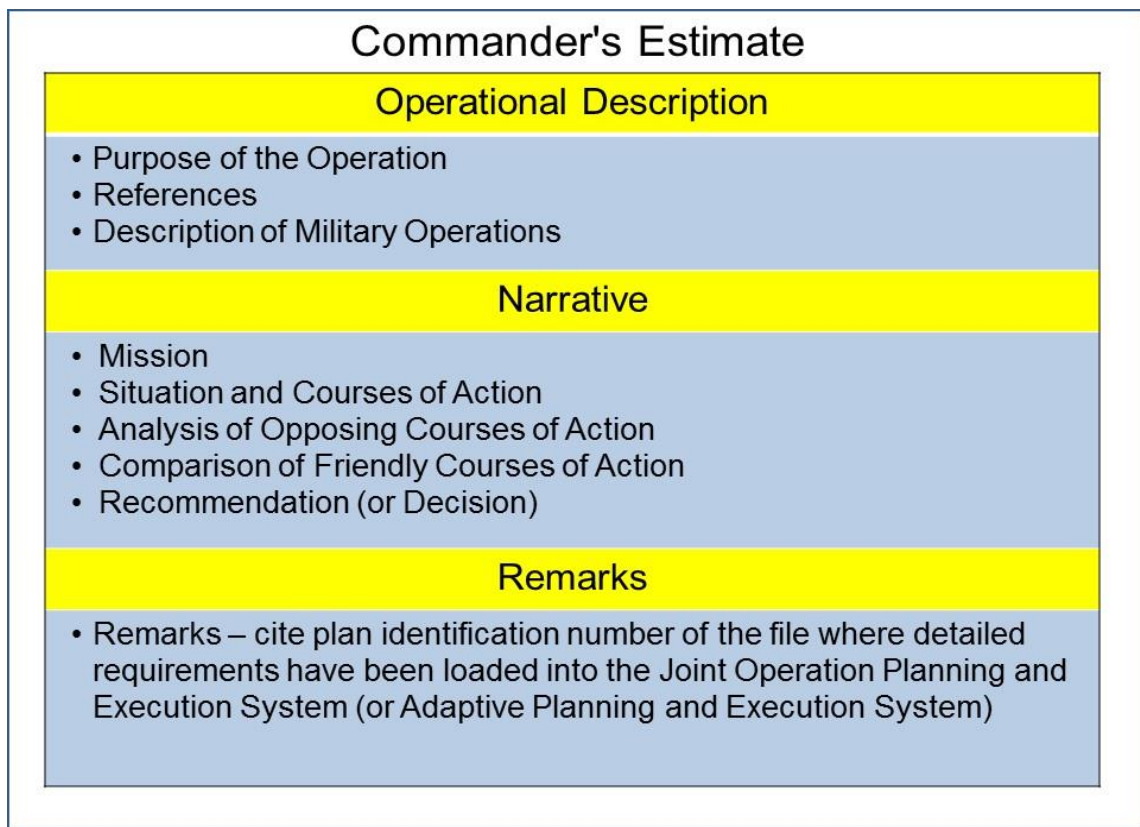


Figure 4-17: Commander's Estimate Outline

i. *Conduct CJCS Estimate Review and possible IPR.* During this Review and IPR, the CJCS and SecDef (or his representative) will consider the CCDR's analysis and approve (or modify) the CONOPS for further development. The estimate review determines whether the scope and concept of planned operations satisfy the tasking and will accomplish the mission, determines whether the assigned tasks can be accomplished using available resources in the timeframes contemplated by the plan, and ensures the plan is proportional and worth the expected costs.

As planning is approved by SecDef (or designated representative) during an IPR, the commander's estimate informs the refinement of the initial CONOPS for the plan. (JP 5-0 V-49)

8. Develop the Plan. After the commander has approved a course of action and provided additional guidance to the staff for development of the CONOPS and the full plan (with updates as required after any IPRs for combatant commands), the staff develops the CONOPS into an operations plan or operations order. See Figure 4-18 for the inputs, outputs and potential steps involved. The CONOPS must be developed to provide the detail required for the staff to build the base plan and prepare supporting annexes, and supporting and subordinate organizations to build supporting functional plans. The CONOPS is the centerpiece of the plan or OPORD (JP 5-0 V-50)

a. The CONOPS:

- States the commander's intent.
- Describes the central approach the JFC intends to take to accomplish the mission.
- Provides for the application, sequencing, synchronization, and integration of forces and capabilities in time, space, and purpose (including those of multinational and interagency organizations as appropriate).
- Describes when, where, and under what conditions the supported commander intends to conduct operations and give or refuse battle, if required.
- Focuses on friendly, allied, partner, and adversary COGs and their associated critical vulnerabilities.
- Provides for controlling the tempo of the operation.
- Visualizes the campaign in terms of the forces and functions involved.
- Relates the joint force's objectives and desired effects to those of the next higher command and other organizations as necessary. This enables assignment of tasks to subordinate and supporting commanders. (JP 5-0 V-49)

If the scope, complexity, and duration of the military action contemplated to accomplish the assigned mission warrants execution via a series of related operations, then the staff outlines the CONOPS as a campaign. They develop the preliminary part of the operational campaign in sufficient detail to impart a clear understanding of the commander's concept of how the assigned mission will be accomplished. (JP 5-0 V-50)

b. There are 10+/- planning activities conducted during this step.

- Refinement
- Support Planning
- Force Planning
- Nuclear strike planning
- Supporting Plan Development
- Deployment and Redeployment Planning
- Shortfall Identification
- Feasibility Analysis
- Plan Review and Approval
- Documentation

c. The potential steps below lay out a way to conduct these activities. While it makes sense to conduct them sequentially, in reality many occur simultaneously and are adjusted as necessary when significant changes happen within other activities (e.g. the Force Planners will begin building the TPFDD and make adjustments as the support planning adjusts what and when units are needed).

(1) Review planning guidance. The staff should review the commander's guidance as updated throughout the planning process and as modified as a result of the IPR and associated discussions by the commander.

(2) Update the commander's intent. The commander should republish his intent, with any changes to it that may result from his increased understanding of the OE and the problem, and his vision for the campaign.

JOPP Step 7 – Plan or Order Development

Primary inputs: Commander's COA selection with modifications, Refined Commander's Intent, guidance for plan development

1. *Review planning guidance*
2. *Update Commander's Intent*
3. *Phase the concept. For each phase:*
 - *intent and concept + sketch*
 - *objectives and effects*
 - *command organization and geometry*
 - *tasks to subordinates and supporting commands/agencies*
 - *assessment (measures of effectiveness and performance)*
 - *risk mitigation*
 - *CCIR*
 - *transition conditions to the next phase*
4. Develop supporting functional concepts
5. *Expand the concept into Base Plan with Annexes (as required)*
6. *Complete coordination and socialization of the plan*
7. Brief plan for approval
8. Issue OPLAN or OPORD
9. *Review plan periodically (every 6-12 months)*



Primary outputs: Approved OPORD or OPLAN, Transition and Confirmation Briefs

Italics / Blue = additive to JP 5-0

Figure 4-18: JOPP Step 7 — Develop the Plan

(3) *Phase the concept*. Refine the phasing of the operation or campaign. Each phase is designed to nest with the intent for the overall campaign and sequenced to achieve an end state that will set conditions for commencement of the next phase. The commander will declare his intent for each phase that supports his overall intent for the operation or campaign. Each phase must have a specified set of conditions for both the beginning and intended end state. Leaders should recognize that lines of operation or effort are likely to run throughout the phases to provide the logical framework for the entire operation or campaign. **Each operation or campaign is unique and the phasing must make sense for the campaign.** While phases should ideally be flexibly event-oriented, the staff must also consider the time-oriented resourcing requirements for the activities of each phase.

While phasing has traditionally been described in a 6 phase model, this model has been problematic in describing operations that are not predominately military. While it works well for operations such as Desert Storm, it breaks down in describing some of the operations, activities and actions associated with long term campaigns and competition activities that occur below the level of armed conflict (e.g. US actions toward Russia in Ukraine). JP 3-0 models several phasing constructs that may apply.

The bottom line is that the phases should be adapted to the environment, the problem, and the operational approach – not vice versa.

For each phase, the campaign's CONOPS should describe the following elements.

- **Intent and schemes of movement and maneuver.** The commander's intent for the phase must be clear. Describe the purpose, end state, and the operational risk to the campaign during this phase. The schemes of movement and maneuver may be narratives of the various lines of operation and effort as they are executed during this particular phase. The flow of forces and capability into theater are broadly described as are subsequent joint force maneuver schemes to achieve the various operational objectives. In campaigns where LOEs are used (as opposed to LOOs) and/or where positional advantage may not be consistently critical to success, the scheme of maneuver uses the logic of purpose and may describe how and when certain objectives within each LOE must be achieved, especially in relation to the objectives on the other LOEs of the campaign.

- **Objectives and effects** (desired and undesired). Describe the objectives for each phase, and the major effects that must be achieved to realize those objectives. Describe how the force's objectives are related to those of the next higher organization and to other organizations (especially if the military is a supporting effort).

- **Tasks to subordinate and supporting commands and agencies.** The commander assigns tasks to subordinate commanders, along with the capabilities and support necessary to achieve them. Area tasks and responsibilities focus on that specific area to control or conduct operations. Functional tasks and responsibilities focus on the performance of continuing efforts that involve the forces of two or more Military Departments operating in the same domain (air, land, sea, or space) or where there is a need to accomplish a distinct aspect of the assigned mission. Include identification of requests for support to organizations outside of DOD.

- **Command and control organization and geometry of the area of operations.** Note any changes to the command and control structure or to the geometry of the area of responsibility (for combatant commands) or joint operations area (for subordinate joint forces) or area of operations (for subordinate non-joint forces).

- **Assessment methodology.** Identify the basic methodology for assessing accomplishment of objectives. Include assessments to help gauge if the objectives actually support achievement of the end state.

- **Risk mitigation.** Identify the areas of risk concern to the commander and outline how the risk may be mitigated.

- **CCIR and associated decision points.**

- **Transition to the next phase.** Describe how the joint force will move to the next phase. Describe the end state conditions for the phase, which should tie directly to the initiation conditions for the next phase. Include a description of transition of control from the joint force to other parties for aspects of the overall campaign.

(4) Develop supporting functional concepts. Once the general CONOPS is built, supporting concepts are built to ensure supportability and coordination among all of the functions. Some of the key functional concepts are for logistics support, force projection, information operations, joint fires, force protection, and command, control, and communications. The staff will review the functional concepts to ensure coordination.

Synchronization of the plan takes place once all of the supporting concepts have been developed. **Synchronization is the art of arranging all activities (military and otherwise) in the right sequence and place, with the right purpose, to produce maximum effect at the decisive points.** Synchronization will continue after development of the plan, through brief-backs, rehearsals, and execution. A synchronized and fully integrated CONOPS becomes the Base Plan. For Level 2 plans, this is the end of plan development, other than coordination.

(5) Expand the CONOPS into a Base Plan with annexes. APEX provides specific guidance and procedures on the activities for organizations to prepare required plans and concepts. It directs the typical activities that other organizations will accomplish as they plan for joint operations. For example, a combatant command which is preparing a crisis-related OPORD at the President's direction will follow specific procedures and milestones in force planning, TPFDD development, and shortfall identification. CJCSI 3122.01 *JOPES Planning Policies and Procedures* contains these specific instructions (The JOPES manuals are located on secure internet systems). APEX manuals (CJCSI 3130) will soon replace the entire JOPES series of manuals.

The staff and supporting commands focus on developing a cohesive and detailed plan for how to employ forces and capabilities throughout the campaign to realize the commander's vision. As the CONOPS develops into a fully-detailed plan, a number of activities coincide in a parallel, collaborative, and iterative fashion rather than in a sequential and time-consuming manner. Time is always a factor; conducting simultaneous, synchronized development activities at all levels will be critical to shorten the planning cycle and make best use of the limited time available.

(a) Support planning. Support planning is conducted concurrently with force planning to determine and sequence logistics and personnel support in accordance with the plan CONOPS. Support planning includes all core logistics functions: deployment and distribution, supply, maintenance, logistic services, OCS, health services, and engineering. (JP 5-0 V-55) It encompasses such essential factors as:

- Concept of Logistics Support
 - Directive Authority for Logistics (DAFL)
 - Lead Service (if necessary)
 - Base Operating Support-Integrator
 - Partner Nation Support and HNS

- Responsibilities
- Logistics Support Analysis (LSAs)
- Transportation Refinement
- Airfield operations
- Management of non-unit replacements
- Health service support
- Personnel management
- Financial management
- Handling of prisoners of war and detainees
- Theater civil engineering policy
- Logistics-related environmental considerations
- Support of noncombatant evacuation operations and other retrograde operations
- Executive agent identification

Support planning is primarily the responsibility of the Service Component Commanders who identify and update support requirements in coordination with the Services, the Defense Logistics Agency, and USTRANSCOM. They initiate the procurement of critical and low-density inventory items, determine host-nation support (HNS) availability, develop plans for total asset visibility, and establish phased delivery plans for sustainment in line with the phases and priorities of the concept. They develop battle damage repair programs, reparable retrograde plans, container management plans, force and line-of-communications protection plans, supporting phased transportation and support plans aligned to the strategic concept, and report movement support requirements. Service Component Commanders continue to refine their sustainment and transportation requirements as the force providers identify and source force requirements. The requirements and transportation planning must be integrated and coordinated by the CDR to ensure synchronization with the concept of operations, to reduce redundancies and manage risk, and to integrate transportation requirements with the force flow.

(b) Force planning. During CONOPS development, the commander determines the best arrangement of simultaneous and sequential actions and activities to accomplish the assigned mission consistent with the approved COA, and resources and authorities available. This arrangement of actions dictates the sequencing of activities or forces into the OA, providing the link between the CONOPS and force planning. The link between the CONOPS and force planning is preserved and perpetuated through the sequencing of forces into the OA via a TPFDD. (JP 5-0 V-50)

Force planning begins early during concept development but must be refined and finalized during detailed planning. There must be a balance between the flexibility provided by the plan and the requirements to identify forces, recalling that inclusion in a plan implies a level of preparation requirement for units. The commander determines **force requirements**, develops a letter of instruction for **time phasing and force**

planning, and designs **force modules** to align and time-phase the forces in accordance with the concept under development. Major forces and elements initially come from those apportioned or allocated for planning by operational phase, mission, and mission priority. Service components then collaboratively make tentative assessments of the specific combat and supporting capabilities required. The commands should not be constrained by the apportioned forces, but must be able to provide clear rationale for capabilities required that are not apportioned. The commander typically describes force requirements in the form of broad capability descriptions or unit type codes, depending on the circumstances.

After sourcing the actual forces, the CCDR's staff refines the force plan to ensure it supports the concept, provides force visibility, and enables flexibility. The commander identifies and resolves shortfalls, or reports shortfalls with a risk assessment during his review. The supported CCDR submits the required force packages through the Joint Staff to the force providers for sourcing as described in Appendix B.

(c) Nuclear strike planning. Commanders must assess the military as well as political impact a nuclear strike would have on their operations. Nuclear-planning guidance issued at the combatant-commander level depends upon national-level political considerations and the military mission. Although USSTRATCOM conducts nuclear planning in coordination with the supported GCC and certain allied commanders, the supported commander does not control the decision to use nuclear weapons. *Due to the strategic and diplomatic consequences associated with nuclear operations and plans, only the President has the authority to employ nuclear weapons. (JP 5-0 V-57)*

(d) Supporting Plan Development. At the combatant command level, the CJCS issues a planning order or alert order to direct preparation of supporting plans after receipt and approval of the commander's COA as transmitted in the commander's estimate. Similarly, the combatant command issues a planning order to subordinates. Subordinate commands generally will build their supporting campaign CONOPS upon receipt of the command's CONOPS, but have almost certainly been working in parallel with their higher headquarters. Other organizations will also develop supporting concepts. The command informally coordinates with organizations outside of DOD to build mutually supporting concepts and plans. The command will integrate subordinate, partner, and interagency concepts and plans into the campaign plan (in the base plan as appropriate and in the annexes) where appropriate.

(e) Deployment and redeployment planning. The anticipated operational environment dictates the type of entry operations, deployment concept, mobility options, pre-deployment training, and force integration requirements. The CCDR is responsible for developing the **deployment concept** and identifying predeployment requirements. The combatant command is also responsible for **movement planning**, manifested through the TPFDD file, assisted by the force providers and USTRANSCOM. In particular, USTRANSCOM robustly assists with current analysis and assessment of movement C2 structures and systems, available organic, strategic and theater lift assets, transportation infrastructure, and competing demands and restrictions. All

parties recognize that operational requirements may change, resulting in changes to the movement plan. Planners must understand and anticipate the physical limitations of movement assets and infrastructure, and the impact of change, since any change will have an effect on the rest of the TPFDD. Finally, the supported command is responsible for **Joint Reception, Staging, Onward Movement, and Integration (JRSOI)** planning. JRSOI planning ensures an integrated joint force arrives and becomes operational in the area of operations as required.

The supported command, in coordination with the Joint Staff, USTRANSCOM, force providers, and supporting commands, conducts a refinement conference for deployment and JRSOI. The purpose of this conference is to ensure the force deployment plan maintains force mobility throughout any movements, continuous force visibility and tracking, effective force preparation, and full integration of forces into a joint operation while enabling unity of effort. This refinement conference examines planned missions, the priority of the missions within the operational phases, and the forces assigned to those missions.

(f) Shortfall identification. Along with hazard and threat analysis, shortfall ID is conducted throughout the plan development process. The supported commander continuously identifies limiting factors, capability shortfalls, and associated risks as plan development progresses. Where possible, the supported commander resolves the shortfalls and required controls and countermeasures through planning adjustments and coordination with supporting and subordinate commanders. If the shortfalls and necessary controls and countermeasures cannot be reconciled or the resources provided are inadequate to perform the assigned task, the supported commander reports these limiting factors and assessment of the associated risk to the CJCS. The CJCS and the JCS consider shortfalls and limiting factors reported by the supported commander and coordinate resolution. However, the completion of plan development is not delayed pending the resolution of shortfalls. (JP 5-0 V-59)

(g) Feasibility analysis. The focus in this activity is to ensure assigned mission accomplishment using available resources within the plan's contemplated time frame. The results of force planning, support planning, deployment planning, and shortfall identification will affect OPLAN or OPORD feasibility. The primary factors analyzed for feasibility include forces, resources, and transportation. (JP 5-0 V-59) The goal is to determine whether the apportioned or allocated resources can deploy to the joint operational area when required, be sustained throughout the operation, and be employed effectively, or whether the scope of the plan exceeds the apportioned resources and supporting capabilities. Measures to enhance feasibility include adjusting the CONOPS, ensuring sufficiency of resources and capabilities, and maintaining options and reserves.

(h) Synchronization refinement. Planners frequently adjust the plan or order based on results of force planning, support planning, deployment planning, shortfall identification, revised JIPOE, changes to strategic guidance, or changes to the commander's guidance resulting from his continuous operational design of the campaign. Refinement continues even after execution begins, with changes typically transmitted in the form of fragmentary orders (FRAGO) rather than revised copies of the plan or order.

(6) Complete coordination of the plan. The planning requirements described above enable good coordination of the plan. The supported command's CONOPS drives the supporting concepts, but not until the supported command completes coordination of all of the annexes to the plan can the supporting commands and agencies ensure that they have addressed all of the requirements adequately. Supported commands review all of the supporting plans once they are prepared to ensure that the plan is fully coordinated.

Planning for multinational operations is coordinated through various means. Individual treaty or alliance procedures set the stage for collective-security goals, strategies, and combined OPLANs, in accordance with U.S. doctrine and procedures. Thus, much guidance for joint operations is conceptually applicable to alliance and coalition planning; the fundamental issues are much the same. Host-nation support and mutual support agreements facilitate combined operations. Coordination of planning is through established, coalition bodies, and at the theater and operational levels by CCDRs or other subordinate U.S. joint commands who are charged with operational planning matters. This coordination should be continuous throughout the operational design and planning of the campaign, but there must also be a formal coordination step to validate that all of the coordination has been completed and accepted by all parties.

In a similar vein, coordination of the plan with interagency partners is conducted both informally and formally. CCDRs and JFCs should encourage and solicit maximum participation of appropriate interagency planners in the operational design of campaigns and operations. Their participation throughout planning is extremely beneficial to expand the perspectives and expertise provided in operational design and in achieving unity of purpose and then unity of effort in the campaign or operation. However, formal coordination of OPLANs is done at the Department level, once an OPLAN is approved by the SecDef.

(7) Review and Brief the plan for approval. Once completely coordinated, the plan should be briefed through to the commander for his validation, as well as to prepare him to brief the plan to the national leadership.

(a) Final in progress review (IPR). Once the plan is completed, the CCDR submits it with the associated TPFDD file to the Joint Staff for review. The Joint Planning and Execution Community (JPEC) reviews the plan for **adequacy** (does the plan satisfy the mission and comply with guidance provided?); **feasibility** (are the required resources available in the timeframes anticipated?); **acceptability** (are the anticipated operations proportional and worth the anticipated costs? Is it politically supportable?); **completeness** (does the plan include all required components and

answer the 5Ws plus *how?*); and **compliance** (does the plan comply with joint doctrine?).

(b) In conjunction with the CCDR's final IPR brief, the CJCS and Undersecretary of Defense for Policy (USD-P) will also offer their advice. This advice includes identification of national strategic issues arising from, or resolved during, plan review, such as key strategic risks and national-level decision points. The result of the final IPR is SecDef approval of the Base Plan and required annexes, the resolution of any remaining key issues, and approval to proceed with plan assessment, as applicable, with any amplifying guidance or direction. See Annex A for additional information about the APEX IPRs.

(8) Issue the OPLAN or OPORD. The approved plan is distributed to all subordinate commands and supporting commands, agencies, and other appropriate organizations. The command will maintain the plan, that is, distribute all changes to stakeholders and to solicit reviews of the plan.

(a) Documentation. To ensure future planners can understand the history of decisions made (who, when, why, etc.) the planning products should be organized and put into proper documentation so that they can be stored and referenced when necessary. This step is difficult to manage because planners are quickly pulled away to work on other plans. However if this step is not conducted, planners may find themselves "re-inventing" the wheel, disconnecting future actions from a planned campaign, or scrambling to find information during investigations or Congressional inquiries.

(b) Transition. Effective transition of the plan from the planners who have been intimately involved in developing all of the details of the plan, to the operators, who will not be as familiar with the intricate details of the plan, is critical. *Transition is an orderly turnover of a plan or order as it is passed to those tasked with execution of the operation. It provides information, direction, and guidance relative to the plan or order that will help to facilitate situational awareness. Additionally, it provides an understanding of the rationale for key decisions necessary to ensure there is a coherent shift from planning to execution. These factors coupled together are intended to maintain the intent of the CONOPS, promote unity of effort, and generate tempo. ... Transition may be internal or external in the form of briefs or drills. Internally, transition occurs between future plans and future/current operations. Externally, transition occurs between the commander and subordinate commands. (JP 5-0 V-60)*

(c) Transition Brief. At higher levels of command, transition may include a formal transition brief to subordinate or adjacent commanders and to the staff supervising execution of the order. The transition brief provides an overview of the mission,

commander's intent, task organization, and enemy and friendly situation. It is given to ensure all actions necessary to implement the order are known and understood by those executing the order. The brief may include items from the order or plan such as:

- Higher headquarters' mission and commander's intent.
- Mission.
- Commander's intent.
- CCIRs.
- Task organization.
- Situation (friendly and enemy).
- CONOPS.
- Execution (including branches and potential sequels).
- Planning support tools (such as a synchronization matrix). (JP 5-0 V-60)

(d) Confirmation Brief. A confirmation brief is given by a subordinate commander after receiving the order or plan. Subordinate commanders brief the higher commander on their understanding of commander's intent, their specific tasks and purpose, and the relationship between their unit's missions and the other units in the operation. The confirmation brief allows the higher commander to identify potential gaps in the plan, as well as discrepancies with subordinate plans. It also gives the commander insights into how subordinate commanders intend to accomplish their missions. (JP 5-0 V-61)

(e) Transition Drills. Transition drills increase the situational awareness of subordinate commanders and the staff and instill confidence and familiarity with the plan. (JP 5-0 V-61)

(9) Review the Plan Periodically. Following final approval, the command maintains and updates the plan as required by changing conditions in the operational environment, strategic guidance, and resource levels, so that it remains current and readily executable during future crisis action as the President and SecDef may require. In most cases, the plan is reviewed regularly (up to every 18 months, annually for CMD Campaign Plans), but should be reviewed as the commander's assessment of his AOR changes through his continual operational design approach. For the highest priority GEF/JSCP-directed OPLANs, the SecDef may require more frequent reviews. See Annex A for additional information about the APEX IPRs.

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CHAPTER 5: Development of Theater (CCMD) Strategy and Campaign Plans

1. Introduction. The NSS describes the worldwide interests and objectives of the US; the national means necessary to deter aggression and the adequacy of the national resources to pursue national interests. Historically, the NSS does not address specific ways to achieve the stated objectives. SecDef and the CJCS develop separate defense and military documents that describe the ways military forces will be used in coordination with the other means to pursue national interests or support policy described in the NSS. **Geographic combatant commanders (GCCs) develop a theater strategy that addresses the specific application of military resources in coordination with other instruments of national power in a geographic region. Functional combatant commanders (FCCs) develop functional strategies in support of national and GCCs' theater strategies.** (JP 5-0, I-5 Emphasis Added)

a. The President, aided by the NSC, establishes policy and national strategic objectives. SecDef translates these objectives into strategic military objectives that facilitate theater strategic planning. CCDRs usually participate in strategic discussions with the President and SecDef through the CJCS. CCDRs also participate in strategic discussions with allies and multinational members. **Thus, the CCDR's strategy relates to both US national strategy and operational-level activities within the theater.** Military strategy, derived from national policy and strategy and informed by doctrine, provides a framework for conducting operations. (JP 3-0, I-13)

b. **[Combatant Command Strategy] is a broad statement of the commander's long-term vision. It is the bridge between national strategic guidance and the joint planning required to achieve national and command objectives and attain end states.** Specifically, it links CCMD activities, operations, and resources to USG policy and strategic guidance. A strategy should describe the ends as directed in strategic guidance and the ways and means to attain them. A strategy should begin with the strategic estimate. Although there is no prescribed format for a strategy, it may include the commander's vision, mission, challenges, trends, assumptions, objectives, and resources. CCDRs employ strategies to align and focus efforts and resources to mitigate and prepare for conflict and contingencies, and support and advance U.S. interests. To support this, strategies normally emphasize security cooperation activities, force

posture, and preparation for contingencies. Strategies typically employ military engagement, close cooperation with DOS, embassies, and other USG departments and agencies. A strategy should be informed by the means or resources available to support the attainment of designated end states and may include military resources, programs, policies, and available funding. CCDRs publish strategies to provide guidance to subordinates and supporting commands/agencies and improve coordination with other USG departments and agencies and regional partners. **A CCDR operationalizes a strategy through a campaign plan.** (JP 5-0 II-9 Emphasis added).

c. Commanders and their staffs employ Strategic Art and Operational Art to develop a Strategic Estimate (Frames the Environment and the Problem) and their CCMD Strategy (Frames Strategic Guidance and the Strategic Approach).

Strategic art is the ability to understand the strategic variable (relative to the operational area [OA]) and to conceptualize how the desired objectives set forth in strategic-level guidance can be reached through the employment of military capabilities. This also includes understanding the major international diplomatic/political and security challenges impacting on US/partner success, the potential ways that the US might employ its national means to attain desired ends, and visualizing how military operations can support and/or enable our national success. ... The ability to visualize and conceptualize how strategic-level success can be achieved or supported by military means is a key foundation for the application of operational art and operational design. (JP 5-0 I-5)

Operational art is the application of intuition and creative imagination by commanders and staffs. Supported by their skill, knowledge, experience, creativity, and judgment, commanders seek to understand the OE, visualize and describe the desired end state, and employ assigned resources to achieve objectives. (JP 5-0 I-5)

The strategic estimate is a tool available to commanders as they develop plans. CCDRs use strategic estimates developed in peacetime to facilitate the employment of military forces across the range of military operations. The strategic estimate is more comprehensive in scope than estimates of subordinate commanders, encompasses all aspects of the CCDR's OE, and is the **basis for the development of the GCC's theater strategy.** The CCDR and staff, with input from subordinate commands and supporting commands and agencies, prepare a strategic estimate by analyzing

and describing the political, military, economic, social, information, and infrastructure (PMESII) factors and trends, and the threats and opportunities that facilitate or hinder achievement of the objectives over the timeframe of the strategy. (JP 5-0, II-8 & 9 Emphasis Added)

Note: For more on the “Strategic Estimate” see Appendix B of JP 5-0.

Developing CCMD (Theater or Functional) strategy is about understanding the complexity of the environment, translating national level aims into desired conditions in the theater/globe, and building flexible, adaptable approaches that will enable military means to work with other instruments of power to achieve the desired conditions.

The purpose of CCMD strategy is to clarify and exert influence over the environment of today to create strategic effects favorable to achievement of the desired environment of tomorrow. CCMD strategy must be framed in terms that allow adaptability and flexibility to react to the changing environment, to seize opportunities, and to hedge against setbacks. CCDRs develop a CCMD strategy focused mainly on the desired end state (described by a set of desired conditions at the end of the considered timeframe) for their area of responsibility that will further national interests.

In time of war, the President or SecDef may designate a theater of war, in which case a CCDR, or an assigned subordinate commander, may develop a theater strategy for the accomplishment of national or coalition aims within that theater of war. However, for the purposes of this chapter, our point of reference for developing a theater strategy by the CCDR is for his assigned AOR in the Unified Command Plan. Note that the thought process for developing a strategy for a theater of war would be very similar.

The process below can also be utilized to develop a Functional Strategy. Joint Doctrine and the draft JSCP oscillate back and forth between the terms Theater/Functional Strategy and Combatant Command Strategies. For the purposes of this chapter we will stay with Theater Strategy and focus on a Geographic Combatant Commander’s process.

d. The policy-strategy interaction. Strategy is always subordinate to policy. However, there is a two-way dependent relationship between policy and strategy. Though many in the military would like to be given clear policy aims and then be left alone to apply military power to achieve them, in reality, it does not work that way—nor should military strategists want it to work that way. In fact, there is a dynamic between policy aims and strategy (use of the instruments of power to achieve the aims). Military strategy must be clear and flexible to react to changing policy aims. Political aims may evolve even as the strategy is being implemented and the effects of that strategy are seen. Policy may change in reaction to unanticipated opportunities or challenges. The role of the CCDR is to keep the national policy makers informed about changes to the environment that affect such policy decisions and to provide advice on the potential outcomes of changing policy aims. Military commanders must be completely frank about the limits of what military power can achieve, with what risk, in what time frame,

and at what cost. So, the CCDR must bridge the inevitable friction that policy and politics create when developing strategy.

2. Sources of Guidance and Direction for Theater/Functional (CCMD) Strategies.

a. The combatant command translates national policy and strategy into military activity. The guidance to the CCDR formulating the theater strategy comes from a variety of formal and informal sources. Very often, the national policy and corresponding guidance is not clear-cut and often is not even formally published. This places a premium on the CCDR's ability to interpret, analyze, and synthesize the many sources of national intent, and then communicate this synthesis back to the national policy makers to ensure that he is in sync with their vision (in fact, he may actually *shape* their vision). Chapter 1 describes the GEF, JSCP, NMS, NDS, and NSS as sources of formal guidance. However, policy is ever-evolving and the CCDR must also stay attuned to evolving descriptions and applications of our national interests as described by the President, SecDef, and other senior government officials through less formal means such as speeches, and verbal guidance. Though not directive in nature, guidance contained in various U.S. interagency and even international directives, such as UN Security Council Resolutions, will also impact campaign end states and objectives. Perhaps most importantly, the CCDR must continually analyze the theater and the dynamic relationships within it to determine other conditions that describe the desired end state and present limitations on ways to achieve that end state.

b. *Identifying and collaborating with stakeholders.* CCDRs must coordinate and synchronize their strategies and implementation activities with other stakeholders, to include non-DOD government agencies and other nations. One critical partner is the Department of State (DOS), which provides some guidance and many of the resources for the CCDR's theater security cooperation program, which is vital to the implementation of the Theater strategy. The CCDR must ensure compatibility of objectives for the region between DOS and DOD. Similarly, other agencies, such as the U.S. Agency for International Development (USAID), routinely conduct developmental activities in countries of the region, requiring the CCDR to ensure synchronicity between military activities and USAID's activities. The CCDR and staff will have to find ways to work through some OSD policies that inhibit formal coordination with non-DOD executive branch agencies. The CCDR should coordinate closely with international partners, to include nations, international organizations, and non-governmental and private organizations. Though it is not always realistic to align goals and activities among all stakeholders, it is important to understand the purpose of the other activities, and to work towards mutual benefit when possible. On the other hand, the CCDR should be aware of activities by other non-U.S. organizations (and, in rare cases, U.S. organizations) that present obstacles to achievement of the theater strategy objectives. Formally, the CCDR works through OSD to reconcile and synchronize activities with other organizations, but an informal coordination network is also crucial to success. It is important to consider that non-military and international actors have legitimate agendas and will be active (sometimes the lead) players to a greater or lesser extent across the full spectrum of conflict.

3. Components of Theater Strategy. A theater strategy consists of:

- A Strategic Estimate – the Key factors of the environment that provide context for the strategy and affect the achievement of the desired ends in the theater. It probably includes trends, challenges, and opportunities that the command faces.
 - (See JP 5-0 Appendix B for more on the Strategic estimate.)
- The Commander's Vision
 - A long-range vision that is consistent with national strategy and US policy and policy objectives, [but] not constrained by time or resources. (JP 5-0, III-1 Underline added.)
- The Command's Mission
- Assumptions
- Ends
 - Description of the desired strategic end states (Objectives)
 - As directed in Strategic Guidance
 - Achievable within projected resources
- Ways
 - Strategic approach to apply military power
 - In concert with the other instruments of power
 - Achievable within projected resources
- Means
 - Resources needed to source the operational approach.
 - Risks in implementing the strategy.

There is no prescribed format for a CCMD (aka Theater) Strategy, nor is there a prescribed method of developing one.

a. Environment. The CCDR must describe the current environment of the theater, as well as the desired environment that meets national policy aims. This provides the context for the strategy. While strategy is always subordinate to policy, it is also subordinate to the environment; that is, as the environment changes, so must the strategy. The CCDR and staff conduct a **strategic estimate**, which provides the commander's perspective of the strategic and operational levels of the OE, threats and opportunities that could facilitate or hinder the achievement of GEF-directed objectives, desired changes to meet specified regional or functional objectives, and the commander's visualization of how those objectives might be achieved. (JP 5-0 B-1). This continually updated estimate helps to determine the missions, objectives, and potential activities required in the theater. The estimate should address the following:

- Strategic Direction
 - US Policy Goals

- Non-US/Multinational Goals
- Opposition Policy Goals and Desired End State
- Endstate(s)
- Command Mission
- Operational Environment
 - AOR
 - Area of Interest
 - Adversary Forces - States or non-state actors in the theater (or outside of the theater) that may challenge the command's ability to secure U.S. interests in the theater.
 - Friendly Forces
 - Neutral Forces
- Assessment of the Major Strategic and Operational Challenges
 - Significant geo-political considerations
 - Potential for spillover, both from the AOR or functional area perspective into other CCDRs' AORs or functional areas and into the CCDR's AOR or functional area based on operations and activities outside the AOR. (JP 5-0, B-1)
- Potential Opportunities
- Capabilities available to and limitations facing the command.
- Assessment of Risk

b. Ends. The ends for the theater describe what the theater needs to look like to achieve the national aims as derived from various sources of strategic guidance. As noted above, the comprehensive aims will likely not be clearly and completely laid out in directive guidance to the CCDR, so he must combine guidance with his understanding of the environment to clearly describe the set of conditions in the theater environment that will further national interests. Theater Strategies typically look 10-15 years out into the future. This set of desired conditions (with time horizons) describes the desired end state. That desired end state, then, provides the context for understanding what aspects of the current environment must change or must remain the same. The CCDR must describe how achievement of the theater end state will support securing the national interests and specified or implied national aims.

c. Ways. The strategy's ways describe the strategic approach to achieving the end state. This strategic approach should describe in general how resources (means) will be applied to achieve the desired conditions. It describes the general activities needed to accomplish the objectives (which, in turn, achieve the desired theater conditions). The strategic approach should be explicit enough to provide sufficient guidance to planners, but not so detailed as to inhibit their creativity. One way to lay out the strategic approach is to develop lines of effort that lead to accomplishment of the objectives. LOEs should also consider potential second and third order effects that will cascade towards achievement of *other* strategic effects. The strategist must also anticipate potential undesired effects and work to avoid or mitigate them. The Capstone

Concept for Joint Operations (CCJO) is a useful source in describing some typical ways in which military power can be applied to accomplish objectives. Since some military objectives support other actors' objectives, it is critical that the objective and its supporting line of effort be closely coordinated with the other pertinent actors.

In describing the ways, keep in mind that not all resources are readily available. Part of the purpose of building the strategy is to identify shortfalls in required resources. On the other hand, if there is no reasonable expectation that a gapped resource may become available, then you have an infeasible strategic approach, resulting in an unbalanced and hence risk-prone strategy. In any case, the potential effects of any gap in required resources must be described in the risk assessment, discussed below.

d. Means. Means are the resources necessary to support the strategic approach. Resources may be tangible (such as military forces, foreign military financing, or seats in U.S. schools), or intangible (such as cultural appeal, goodwill from previous activities, or fear of invasion by another country). Closely associated with means are the authorities required to use them and the permissions required to use that authority. The CCDR should consider the authority he has to use the necessary means and the permission required to use that authority in support of a theater strategy. The theater strategy addresses the use of all available instruments of power, with a particular focus on how military power can be employed in concert with the other instruments. The CCDR should consider all instruments that are available or may be made available in developing the strategy. He should attempt to reconcile the gap between those that are available and those that are needed but are not yet available. Note that some of the resources available may be from non-U.S. actors. The strategic approach will likely include ways to use these non-U.S. instruments of power or develop them. If there is not a reasonable expectation that the required means will become available, then the CCDR must develop another way to accomplish the objectives within the means that *are* available or can reasonably become available. If there is no possible way to work within the means, then the CCDR must adjust the objectives of the strategic approach. After adjusting the theater objectives, if there is still no alternative approach that can achieve the desired conditions, then the CCDR must go back to the national policy makers and show how the national aims cannot be met, to reassess the national policy.

e. Risk. The strategist must weigh the potential advantages and disadvantages of the strategy in terms of risk. He must ensure a proper balance between ends, ways, and means, as discussed above. At that point where constraints on the strategic approach or on the means available to execute that concept risk achievement of the end state, the strategy is in jeopardy.

4. Using a form of Operational Design for Building a Theater Strategy. Developing a theater-level strategy requires an approach that allows the JFC and staff to gain an understanding of the complexity of the environment, translate national level aims into desired conditions in the theater, and build flexible, adaptable approaches that will enable military means to work in concert with other instruments of power to achieve the desired conditions. As discussed above, the dynamic between policy and strategy

demands that strategy be built to provide flexibility both to react to changes in policy and to advise policy makers as to the feasibility and potential effects of the policy.

Current joint doctrine does not provide a definitive method for developing theater strategy. The Joint Planning Process (JPP), described in JP 5-0 and earlier in this handbook, provides a systematic process to develop a plan, but focuses on development of courses of action to accomplish a specified mission. Planners can use a process such as JPP to guide development of the theater campaign plan, but the strategy that underpins that campaign plan should be clearly understood and communicated first. Operational design as described in Chapter 3 provides a way to think through the complexity to build the strategy. While operational design can help planners work the conceptual aspects of any plan, to include a campaign plan, it is especially suited to the development of theater strategy, which must inherently deal with complexity and a multitude of unfamiliar and ill-structured problems.

The methodology described below adapts operational design as described in Chapter 3 to work for the development of the theater strategy. Though some of the words are different, the principles are the same. The following paragraphs describe one way of developing a Theater (aka CCMD) Strategy. These paragraphs are meant to provide a guide, not to prescribe any method. It is especially true for theater strategy that the operational design approach must continue well beyond the initial development of the strategy to constantly assess the impact of the strategy on the environment, in order to reframe the strategy as needed during execution.

a. Understand the Theater Environment. In considering the environmental aspects of the theater, the CDR analyzes the current environmental conditions, to include existing guidance, and determines what the desired future environment should look like. The CDR also considers what adversaries may desire as end state conditions. Other interested parties should be invited to participate in the dialogue to frame the environment in order to gain as wide an understanding as possible. A secondary benefit of this inclusion is to gain potential buy-in for the eventual strategy by other relevant actors. Some questions pursued during this framing are:

- *What are the key actors, relationships, other factors, and trends in the theater?*
- *What is causing conflict among the actors in the theater and from outside the theater?*
- *What are the key historical and cultural aspects of the environment?*
- *How can our national interests be affected in the theater?*
- *What specific guidance have we been given? Implied guidance? Is there any conflicting guidance?*
- *What aspects of the current and projected situation in theater are desirable and undesirable?*
- *What do we want the theater to look like (conditions) in five/ten years?*

- *What other actors have interests in the region that may present opportunities or challenges? What do other actors want the theater to look like?*
- *What conditions are likely to emerge in the region if parties outside the region take no action?*
- *What conditions are not acceptable to us that others may want to see?*
- *Whom can we count on for support?*
- *What limitations/opportunities might there be in garnering applicable instruments of power (DIME)?*
- *Who should we be concerned about as potential opposition to our desired end state and why?*

(1) *Describe the current environment.* This effort is described in the previous chapter. At the theater level, it is critically important to consider the impact of history and culture on aspects of the environment. To understand the essence of the environment that will affect the strategy, the analysis should enable a dialogue on how the various systems interrelate. Identification of the relevance and impact of key relationships between the many state and non-state actors are extremely important in this analysis and synthesis. Finally, there must be a clear understanding of how U.S. national interests are affected by the theater environment.

(2) *Determine the tendency of the OE.* Based on an understanding of the current environment, project the environment into the future to determine its tendencies that the commander needs to affect. This will help describe the desired end state and help the commander capitalize on opportunities presented by the natural tendencies wherever possible. Since campaign plans generally organize efforts and actions, the logical projection of the environment should be 2-5 years. If there are anticipated major milestones in the interim, or aspects of the environment that are of longer term consideration, consider multiple projections of the tendency of the OE.

(3) *Analyze guidance.* These may be written directives; oral instructions from the President, SecDef, or CJCS; Presidential or Cabinet-member speeches; domestic and international laws; policies of other organizations that have interest in the theater; or existing strategic estimates (ours or other parties). Some of the guidance may be contradictory and should be clarified and confirmed. It is likely that the CCMD will have recent perspectives on the theater that will enable a reconciliation of guidance, to include the biennial GEF. One challenge in reconciling the various sources of guidance is in the varying timeliness of the guidance. It is important to include policy makers in this dialogue to gain their insights, and to reconcile the differences in interpretation of the multiple forms of guidance among both policy-makers and the CCDR.

(4) *Analyze available instruments of national power and limitations.* Gain an understanding of what instruments of power that can be brought to bear by the United States or by other parties that the United States may be able to influence.

(5) *Determine the desired end state for the theater.* Describe the key conditions that must exist in the future OE to achieve the national aims. Focus on military conditions, but do not exclude other conditions that may impact the military conditions or achievement of which military activity may support (or potentially interfere with). Get a sense for the realistic timing for achievement of these conditions: 1 year, 5 years, sometime far into the future? Review the relationship between national and theater end states from the previous chapter.

(6) *Determine alternative end states.* Other actors have interests in the theater and may well have significantly different desired end states. There may be adversaries with opposing desired conditions to ours. There are likely to be other actors, not really adversarial, that have different aims or objectives that will have second or third order effects which can complicate our strategy. The CCDR and staff need to understand these, so that they can either work with or try to influence those other actors.

b. *Define the problem set that the theater strategy must solve.* The commander tries to understand the environment and the context for the theater strategy by describing the problems that must be solved. This entails identifying the differences between the desired conditions at end state and those that others want to see, and also between the desired conditions and those of the natural tendency of the environment. Think of the natural tendency as another actor, in fact, likely the most powerful actor. These comparisons between the desired conditions and the alternatives describe the relevant tensions in the environment. The points of congruence between the desired conditions and others' desires must also be identified. Those points of congruence offer opportunities that, if exploited, can help the CCDR achieve the desired conditions. Some of these opportunities are significant enough that they should also be part of the problem description.

Though identifying the root causes of problems in the theater is certainly important and is part of the calculus, it is not the end of the problem framing. The CCDR may find that the military cannot solve the root causes, and can only mitigate the effects of the root causes on the theater strategy. So, the goal is to define the specific set of problems that the strategy must solve in order to achieve the desired conditions.

The commander may see that the tensions are too great and the opportunities too few to be able to achieve a particular desired condition or set of conditions. In that case, the commander may see a need to adjust the desired end state. In this case, he is obligated to dialogue with the national policy makers to reconcile the differences from their vision.

Commanders may ask questions like:

- *What are natural tendencies of the environment that will pose challenges to achievement of our desired conditions?*
- *What are the differences between our desired conditions and those of other actors?*

- *Which of all the identified tensions will preclude us from achieving our end state conditions?*
- *What are the similarities between our desired conditions and those of others?*
- *Which similarities between other actors' desired conditions and ours offer opportunities for synergy in achieving our desired conditions?*
- *What are natural tendencies of the environment that we can use to help achieve our desired conditions?*
- *What are strengths and weaknesses of the various key actors that will affect how we can reconcile the differences?*
- *What needs to change?*
- *What doesn't need to change?*
- *What are the opportunities and challenges?*
- *What are the risks to achieving the desired conditions? What are the unintended long-range consequences of achieving our desired conditions?*
- *What is the reasonable timing for achieving the desired conditions? Do we need to have different short- and long-term timelines?*

The goal in framing the problem is to describe the problem set concisely and completely. This problem statement is the one that the operational approach must answer. An example of a problem statement for a theater strategy might be:

Political and Economic instability is rising. Caused by poor governance and black markets in the northern half of the ORANGECOM AOR, this instability over the next 5-10 years threatens the development and vitality of market economies, encourages aggressive behavior by country Y, and precludes influence by Country Z, thereby putting U.S. economic and security issues at risk.

c. *Develop the strategic approach.* The strategic approach describes how the problem will be solved. It is detailed enough to provide direction and bounds for those implementing and supporting the strategy, but not so much that it precludes creativity by those implementers. The purpose is to outline the way to achieve the desired theater end state. It is important to understand that in the volatile and complex theater environment, the approach is only a hypothesis to address/solve the problem. Thus, the approach must include flexibility to adapt to a different approach if the hypothesis is shown to be incorrect as the strategy influences the environment.

In developing the strategic approach for a theater strategy, commanders might ask questions like:

- *What distinguishable, measurable objectives will let us achieve our desired conditions and prevent the other actors from achieving competing conditions?*
- *What is preventing us from accomplishing the objectives?*
- *How can we exploit natural tendencies to achieve our conditions?*

- *What opportunities might allow us to achieve objectives? Are there points of convergence of our problem with others' problems?*
- *How might we shape the environment to make our desired conditions appealing?*
- *What are key events, activities, or states of the environment along the way that will either enable us to or preclude us from achieving our desired conditions?*
- *Is the problem we described solvable? If not, how can we reframe it?*
- *What are the lines of effort that we might use to organize our activities?*
- *What else might happen as a result of our activities?*
- *What are the risks of this approach? Can I avoid or mitigate those risks by adjusting the approach?*

(1) Develop objectives that will address the problem set. Determine the set of objectives that will enable the required conditions of the theater end state by reconciling those aspects of the environment that may preclude achievement of those conditions, especially those opposing desired conditions of other actors. This set of objectives must consider the tendencies of the environment and the challenges presented by other actors as they work to achieve their desired conditions. The objectives should be focused on the stated problem, and should consider four areas: key actors, key relationships, managing tensions between actors, and managing opportunities presented by the convergence of desired conditions among actors. Some examples of theater objectives are:

- *Regional countries, with US assistance, have organized a military cooperation forum.*
- *Security force in Country R are a "security exporter" vice a "security importer" by 2025*
- *The US has an effective military relationship with Country S by 2020..*
- *Freedom of navigation in the Gulf of Blue is maintained without interruption.*

(2) Build a strategic approach that will link the objectives together in such a way as to achieve the desired conditions. An example approach statement might be:

ORANGECOM will support DOS in building the necessary political and economic stability required to prevent conflict (in the northern half of the AOR) by deterring non-state blackmarket violence in the next 2-5 years, building the capacity of Country Z to become a regional security leader by 2025 (discourage aggressive behavior by its neighbors), and reassuring countries in the AOR throughout the next decade (by our presence) to enable regional markets to find the security needed to revitalize. We will place the majority of our TSC assets in the western part of the AOR. While we accept risk in the Southeastern countries of our region, I believe we can mitigate it by close coordination with BLUECOM forces near our boundaries.

(3) Capture the strategic approach in a narrative that forms a hypothesis for solving the strategic problem. ("if we do this, then we will solve the problem we defined"). Supplement the narrative as needed with graphics.

(4) Analyze the strategic approach. Look at both FAA-DC and at risk. First, determine if the available and potentially available resources are sufficient to source the strategic approach. Second, determine if the strategic approach will accomplish the objectives. Third, determine if the objectives, when accomplished and if sequenced properly, will achieve the conditions that describe the desired theater end state. Look for second and third order effects of applying resources and of accomplishing objectives to find any places where the strategic approach may produce effects that complicate achievement of the desired conditions. Where these friction points are identified, look for ways to avoid or mitigate the undesired effects. Last, identify those remaining elements of strategic risk and discuss them with the national leadership. Some questions the CDR may ask to conduct a risk assessment of the strategy are:

- *What are the probable consequences of success and failure of the strategy?*
- *What assumptions were made in this strategy and what is the effect if one of them is wrong?*
- *What effect would a change in certain aspects of the environment have on the strategy?*
- *How will other actors react to certain activities of the strategy, and what happens to the strategy if they take unfavorable actions in reaction?*
- *What is the balance between intended and unintended consequences (effects) of our activities on the strategy?*
- *What mitigating activities will reduce the impact of unintended consequences of our activities?*

5. The Combatant Command Campaign Plan (aka the Theater Campaign Plan)

The title and components of a "Theater Campaign Plan" are changing. The JSCP revises several legacy products & processes to restructure how problems are tackled in planning. The addition of Global Campaign Plans, Integrated Contingency Plans, and Campaign Support Plans has moved information around. *The JSCP expands the role of the [legacy] theater/function campaign plan (TCP/FCP) from a regional or function strategy to integrating globally focused requirements by reformatting the TCP/FCP into a CCMD campaign plan (which includes elements from the [Integrated Planning Framework]) (2017 JSCP Draft).*

A TCP operationalizes the GCC's strategy and approach to achieve these objectives within two to five years by organizing and aligning available resources. (JP 3-0 V-6)

CCMD campaign plans are the centerpiece of the CCMDs' planning construct and operationalize CCMD strategies. CCMD campaign

plans focus the command's day-to-day activities, which include ongoing operations, military engagement, security cooperation, deterrence, and other shaping or preventive activities. CCMD campaign plans organize and align operations, activities, and investments with resources to achieve the CCMD's objectives. (JP 5-0 pg II-4). A CCMD campaign plan is a CCDR's five-year plan to achieve U.S. national objectives. The CCMD campaign plan becomes the execution plan of IPF at the operational level by aggregating all assigned tasks from problem-focused plans (GCP, FCP, and RCP) and the legacy TCP/FCP to provide a campaign plan that fully integrates Operations, Activities and Interests (OAI) spanning the command's assigned responsibilities. (2017 JSCP Draft)

The TCP's long-term and persistent and preventative activities are intended to identify and deter, counter, or otherwise mitigate an adversary's actions before escalation to combat. Many of these activities are conducted with DOD in support of the diplomatic, economic, and informational efforts of USG partners and PNs. (JP 3-0, V-6)

The CCMD campaign plan flows from the commander's theater strategy and provides the action plan to implement the strategy. While each combatant command's campaign plan may approach the task of operationalizing the strategy differently, the plan will address the commander's AOR in an interconnected and holistic manner and seek to avoid a myopic focus on one or two stove-piped contingency plans. The current construct for nesting plans is first to build the GCPs, RCPs and FCPs, then to build a CCMD campaign plan that implements the activities required to achieve the desired conditions for the theater from a comprehensive, proactive, and integrated strategy, then deal with deviations from the strategy. Branches are brought back into a global planning framework by the creation of Integrated Contingency Plans (ICPs). Supporting activities (to ICPs and to the GCPs/RCPs/FCPs) are contained in Campaign Support Plans (CSPs).

The CCMD Campaign Plan should:

- Describe the relevant environment(s)
- Describe the desired military and associated conditions for the environment in the timeframe covered by the strategy.
 - This will include conditions associated with the Global, Regional, and Functional Campaign Plans that apply to the command.
- Address the use of all instruments of power, but be specific about the role of the military instrument in the strategy.
- Describe the military objectives that will support achieving the desired conditions for the relevant environment(s).
- Describe the current and required force posture for the theater, and identify elements of risk in the gap between current and required forces.

- Prioritize activity among subordinate components.
- Link security cooperation activities to specific objectives.
- Describe branches to the campaign plan that require contingency plans and describe the connectivity between the day-to-day activities of the plan and the various contingency plan's shaping activities, such as setting the theater for successful contingency plan execution should it be required.

6. Components of a CCMD Campaign Plan. The elements of the CCMD Campaign Plan are currently in flux as the Integrated Planning Framework sorts out what information will transition to GCPs, RCPs, FCPs, ICPs and CSPs. The 2015 GEF and draft 2017 JSCP mandate some of the elements that must be included in the CCMD Campaign Plan (or legacy TCP/FCP), but neither prescribed a format. In fact, several of the GCCs use a slightly different format, and even the substance of the various TCPs differs, though all generally address the key requirements directed by the GEF/JSCP.

a. Current strategic guidance directs that TCPs include the following:

(1) *Theater Assessment.* Where we are today. Describe threats, challenges, opportunities, and theater trends. Identify assumptions that will inform further planning and the risks they bring.

(2) *Mission Statement.* Outlines the essential tasks and the who, what, where, when, and why to achieve the campaign plan's main objectives.

(3) *Posture Plan.* Outlines the forces, footprints, and agreements within each AOR and how the CCDR intends to synchronize these to achieve his campaign objectives.

(4) *Intermediate Military Objectives.* Describes the milestones to achieve the TCP's objectives. Serves as the basis for tasks to subordinate organizations and requests to other partners to accomplish tasks.

(5) *Country-specific Security Cooperation Sections (CSCS).* CCDRs should produce one of these sections for each country in his AOR depending on the size and significance of the security cooperation program for that country. They will directly support the accomplishment of the CCDRs' IMOs and the U.S. Ambassadors' Integrated Country Strategies (ICS).

(6) *Resources.* Describes forces required and funding programs. Describes the impact of resource shortfalls in terms of strategic and operational risk, and possible mitigation measures.

b. Relationship of the CCMD Campaign Plan to Integrated Contingency Plans. The GEF and JSCP may direct development of specific **contingency plans** to deal with potential crises in the region. The CCDR may also direct preparation of contingency plans to deal with potential failures of the steady-state TCP. One example might be a

plan to remove the regime of Country Y and restore stability in the region. Such a plan is likely to be an integrated campaign plan that would link several major operations together to achieve the campaign end state. Another example of a contingency plan might be a plan to conduct a noncombatant evacuation operation (NEO) in the event of instability in a country. Such a plan would probably be a single operation plan, rather than a campaign plan.

The Campaign Plan should identify the likely conditions that might initiate a contingency plan. Execution of a contingency plan should either bring the situation back to the CMD Campaign Plan's desired conditions, or cause a revision of the theater strategy due to the changed environment.

c. *Theater Security Cooperation and the CSCS*. The CSCS is an integral component of the Campaign Plan that describes the security cooperation and assistance activities in detail: who, what, where, when, why, and the source of the fiscal resources for each activity. This plan is dynamic, as activities and their purposes must adapt as both conditions and resource availability change. The very nature of the many security cooperation activities, which often span multiple objectives and outcomes, contributes to the theater campaign plan's goal of a cohesive framework. Some of the FCCs may also integrate security cooperation plans into their campaign plans. FCCs must be very conscious of coordinating their plans with those of the regional GCCs. Security cooperation activities include the following 10 focus areas:

(1) *Operational Access and Global Freedom of Action*. Gain unfettered access to and freedom of action in all operational domains. Support global defense posture realignment and larger U.S. political and commercial freedom of action and access needs.

(2) *Operational Capacity and Capability Building*. Build usable, relevant, and enduring partner capabilities while achieving U.S. and partner objectives.

(3) *Multinational Operations Capacity, Interoperability, and Standardization*. Develop operational and technical capabilities, doctrine, and tactics, techniques, and procedures with partner nations to enable effective combined operations or improve a collective defense capability.

(4) *Intelligence and Information Sharing*. Gain and share specific kinds of intelligence or information and developing shared assessments of common threats.

(5) *Assurance and Regional Confidence Building*. Assure allies and partners, enhance regional stability and security, reduce the potential for inter- or intrastate conflict and international consensus building, and expand the community of like-minded states dedicated to more peaceful and secure international order.

(6) *Institutional Capacity and Security Sector Reform*. Assist allies with transforming their defense/security establishments to become publicly accountable, well-managed, and subject to the rule of law.

(7) *International Armaments Cooperation*. Promote technological collaboration, foster mutually beneficial exchanges of technology and defense equipment, gain access to foreign technology, and reduce the overall cost of defense to the U.S. taxpayer.

(8) *International Suasion and Cooperation*. Build cooperative political-military relationships with key security influencers and offset counterproductive influence in key regions and international organizations.

(9) *Human Capacity and Human Capital Development*. Conduct SC activities that enable the ability of partner country civilians and military personnel to understand the proper role of the military in society, promote human rights, and respect the rule of law.

(10) *Support to Institutional Capacity and Civil Sector Capacity Building*. Help develop the ability of partner country civil sector organizations to provide services to their populations, respond to humanitarian disasters, and improve the living conditions of their populations.

d. *Theater Posture Plan*. The **Theater Posture Plan** is an annex to the CCMD Campaign Plan that describes how the theater is currently prepared to meet the objectives of the various Campaign Plans. GCCs update the Theater Posture Plan annually and submit it to the Joint Staff and OSD. The Joint Staff is now synchronizing global posture through a process titled "Set the Globe." This process is still being developed. OSD prepares an annual global defense posture synchronization report that enables coordination of department-wide activity across the global lines of effort. The Theater Posture Plan includes topics such as:

- Forces - composed of assigned, allocated, and enabling units, personnel, and assets. It includes rotational and mobility forces. (JP 5-0 H-2)
- Footprint - includes enduring locations, supporting infrastructure, and prepositioned equipment. (JP 5-0, H-2)
- Agreements - provides access, basing, lawful mission execution, protection, and relationships which allow the footprint to be established and forces to execute their missions. Examples are access agreements, basic ordering agreements, transit agreements, status-of-forces agreements, and treaties. (JP 5-0, H-2)
 - Identification of ongoing or new initiatives to further theater objectives.
 - Proposed costs to implement any required posture changes.
 - Identification of risks to assured access in the region and associated mitigation plans.
 - Any required deconfliction with other DOD or other agency activities.
 - Supportability of global reach in support of contingency plans (own theater, other theaters, functional plans).

For more on TPPs, see Appendix H of JP 5-0.

e. Theater Distribution Plans. TDPs describe the distribution network within each of the geographic CCMDs' AOR (outside the continental US) as directed by the GEF and JSCP. They describe the distribution pipeline from the point of need to the point of employment. TDPs [also] provide detailed theater mobility and distribution analysis to assist in planning current and future operations, inform the TCP and other plans, and aids theater distribution decision making.

TDPs ensure sufficient distribution capacity throughout the theater and synchronization of distribution planning throughout the global distribution network. This synchronization enables a GCC's theater distribution to support the development of TCPs and OPLANs. (JP 5-0 J-1)

The TDP contains detailed information on the theater distribution capabilities and their interface with the global distribution network for a GCC's AOR. It reflects the theater's physical means, processes, people, and systems required for the receipt, storage, staging, and movement of forces and materiel from points of origin to points of employment. The TDP provides theater intelligence, as well as transportation and capacity specific information on ports, airfield, ground and sea LOCs, and distribution infrastructure within the AOR. (JP 5-0, J-2)

USTRANSCOM, as the global distribution synchronizer ... will advise and assist the GCCs with the development and improvement of their TDPs on a biennial cycle. (JP 5-0 J-1)

For more on TDPs, See Appendix J of JP 5-0.

f. Assessment. In the end, the theater commander is successful if his guidance (Strategy and Campaign Plans) facilitate achieving the desired conditions for the theater. The CCMD Campaign Plan must include the plan to assess objectives. While lower level plans may focus primarily on quantifiable measurements of inputs (application of resources) and outputs (progress toward goals), the most useful assessments at the theater level are *outcome-based*. These assessments focus on strategic effects, which directly impact achievement of end state conditions. An example of an outcome might be that a regional nation has rejected overtures by another competing global power to enter a bilateral security agreement.

(1) Objectives determine effectiveness, while the ways to apply resources determine efficiency. As objectives are accomplished, are they moving the conditions forward toward the desired end state? This progress is critical, as implementation of the

strategy changes the environment, and so the intended effects of accomplishing objectives may no longer really help achieve the desired conditions, or the desired conditions may need to change. Thus, the CCDR must reassess and reframe the strategy constantly to reflect the changing environment.

(2) A lack of *efficiency* increases the costs of implementing the strategy, while a lack of *effectiveness* precludes the success of the strategy at any cost. At first glance, this may cause us to place more emphasis on measuring effectiveness, but both aspects are important, since a strategy may become unacceptable if it is inefficient in its execution.

7. Campaign Support Plans. The CCDR will develop other plans nested under the GCPs/RCPs/FCPs and his CCMD Campaign Plan to ensure global integration. CSPs are collaborator's subordinate plans that support campaign plans, problem focuses plans, or contingency plans. Each organization assigned to support a problem set develops a CSP. CSPs detail how the organization, within its authority and capability, address the IMOs and task assigned to it and contributes to the successful resolution of a problem set. There is a CSP for each collaborator of a problem set. When all of the CSPs for a problem set are combined, they encompass the planning for day-to-day campaigning of the Joint Force. CCMDs work with the CA to ensure that their CSPs are supporting the management of the problem set and are integrated with the OAI's of other organizations. CSPs are modular so that they can be included in multiple campaign plans. (Draft 2017 JSCP) (e.g. STRATCOM might produce a supporting plan, in reference to missiles, for the PACOM plan on North Korea threats).

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APPENDIX A: APEX IPR Process

1. Introduction. DOD IPRs are designed to ensure that plans remain relevant to SecDef direction throughout plan development and review. The IPRs provide an opportunity for the CCDR and SecDef to dialogue about the key aspects of the plan on a periodic basis. Probably most important, they also provide an opportunity to review the continuing relevance of plans as the global environment changes over time. The IPRs also ensure that the entire JPEC, as well as other USG agencies, is involved in the plan development and understands the guidance. JPEC reviews are required before any IPR. See Figure A-1 for a graphical representation of the IPR and APEX process. Civilian leadership expectations during IPRs include:

- Ensure all have common understanding of the problem set.
- Conduct a dialogue about the concept or plan in language that avoids military jargon and a checklist-like approach to approval. Avoid trying to insist on a dialogue with the civilian leaders on the literal requirements of the JOPP. Be prepared to dialogue in the manner preferred by these leaders and continue planning with whatever guidance they give.
 - Always be prepared to return to basic assumptions at any time in the APEX process.
 - Identify issues with guidance and resolve them.
 - Understand the range of scenarios being considered and the options being explored.
 - Identify policy and resourcing issues that must be addressed by OSD.
 - Identify issues that require interagency coordination.
 - Understand limitations and/or shortfalls in forces or other enabling resources – and what can be done to mitigate them.
 - Identify key decisions and time sensitivity impacts.
 - Understand the risk being assumed – and what can be done to mitigate.

2. Frequency of IPRs. The SecDef may direct an IPR at any time, but the general scheme for IPRs is:

--Theater Campaign Plans and Functional Campaign Plans will be reviewed at least annually, led by either the USD-Policy of the Deputy Assistant Secretary of Defense (DASD)-Plans, with SecDef leading selected reviews. A paper review will be provided to the SecDef.

--Major Contingency Plans are those directed by the GEF and JSCP designated as Level 4 and Level 3T (with TPFDD). These will normally undergo two or three IPRs during the planning cycle, led by USD-P, DASD-P or SecDef. A paper review may be provided to the SecDef.

--Lesser Contingency Plans (JSCP-directed Level 1, 2, and 3) will normally have one IPR during the planning cycle, led by USD-P or DASD-P, with a paper review to the SecDef.

3. In-Progress Reviews Summary and Content.

a. All IPRs should include the following:

- Discussion of the OE and the identified problem.
- Assumptions to include required conditions for plan success.
- Mission and commander's intent.
- Operational approach.
- Results of assessments to support planning.
- Discussion of risk (to include if assumptions prove invalid) and risk mitigation.
- Discussion of allied/partner nation support.
- A discussion of policy issues related to the plan, such as authorities, resources, and dependencies.

b. IPRs for Theater and Functional Campaign Plans should include the following:

- Discussion of the OE, the identified problem, the theater strategy, assessment of ability to accomplish the GEF end states, associated risks.
- Discussion of how the CCMD will assess achievement of the plan's theater end state.
- Summary of the Theater Posture Plan, key activities, global force management and resource issues, and implications for the ability to accomplish intermediate military objectives.
- Discussion of the relationship between the TCP and contingency plans, and the influence of TCP activities on shaping or deterring phases of the contingency plans.
- Discussion of challenges and opportunities.
- Key capability gaps of global core partners that hinder accomplishment of the desired end state.

c. The CDR may request to conduct an "azimuth check" with OSD prior to IPR-A to be able to provide best military advice. This azimuth check should be conducted for all new plans, on plans the CDR wants to significantly revise, and on plans that require close coordination between two or more CCMDs. This azimuth check provides an opportunity for the discussion of *options*.

d. ***IPR-A***. CDRs present the results of mission analysis during the first IPR. The purpose is to solidify guidance, and establish a common understanding of the OE and the problem. Prior to the IPR, the CDR receives planning guidance, conducts threat/crisis assessment, conducts mission analysis, conducts estimates and develops assumptions.

Agenda items will likely include:

- Assessment of the OE.
- Definition of the problem facing the CCMD.

- Review of specified end state conditions and CCDR's proposed military end state.
- Critical assumptions.
- Essential tasks.
- Critical operational limitations.
- Proposed mission statement.
- Commander's initial operational approach.
- Necessary interagency/multinational input required to continue plan development. The outcome of the first IPR is a common view of the problem, the mission analysis and initial estimate insights.

e. **IPR-C**. CCDRs present the results of concept development and analysis during this IPR. The purpose is to share the CCDR's vision of how forces will conduct operations to accomplish the mission. Prior to the second IPR, the CCDR develops options/COAs, conducts wargaming and performs feasibility analysis. Agenda items include:

- Review of strategic guidance, assumptions, termination criteria, mission statement.
- Review of the OE and description of adversary intent and most likely/most dangerous COAs.
 - Description of the recommended COA, including objectives, key tasks, task organization, main and supporting efforts, and options within the COA to rapidly transition as conditions change.
 - Description of alternative COAs considered and rationale for their non-recommendation.
 - Identification of plan branches and sequels.
 - Interagency/multinational coordination conducted and yet to be conducted.
 - Ally/partner nation support required to mitigate U.S. capability gaps.
 - Initial risk assessment.
 - Assessment plan.

The goal of the second IPR is an understanding of the operational approach, availability of options, an approved COA for further development, and the impact of resource constraints. In certain circumstances, the first and second IPRs will be combined into one event.

f. **IPR-F**. CCDRs present their commander's estimate, which includes the concept for deployment and concept of operations as well as any key issues. Prior to this IPR, the CCDR will present the plan to the Joint Chiefs of Staff in The Tank, the main purpose being to discuss the plan's force requirements with the Service Chiefs. Prior to the third IPR, the CCDR conducts detailed planning of forces, support and transportation.

Agenda items for this IPR include:

- Review of feasibility analysis.
- Review the deployment concept.
- Review the concept of operations including the application of key joint (and multinational, if applicable) force capabilities.
 - Review key risks and mitigation.
 - Review key decision points and potential branches and sequels.

The goal of this IPR is an approved plan and an understanding of risk drivers and mitigation.

g. ***IPR-R for periodic review***. After a plan is issued, CCMDs continue to review the plan and assess its impact. Periodic IPRs are conducted to determine if the plan is still relevant. CCMDs may request a paper review if the plan has not substantially changed. Otherwise, the review is conducted by an IPR with either the SecDef or with the USD (Policy). CCDRs continue to adapt plans to the current global situation, conduct branch planning, and continue supporting plan development. Agenda items for this IPR include:

- Results of CCMD assessments of the plan.
- Key factors that impact possible revision of the plan.
- Feedback from socialization of the plan with other USG entities and multinational partners.
- Recommendation whether to refine, adapt, terminate, or execute (RATE) the plan.

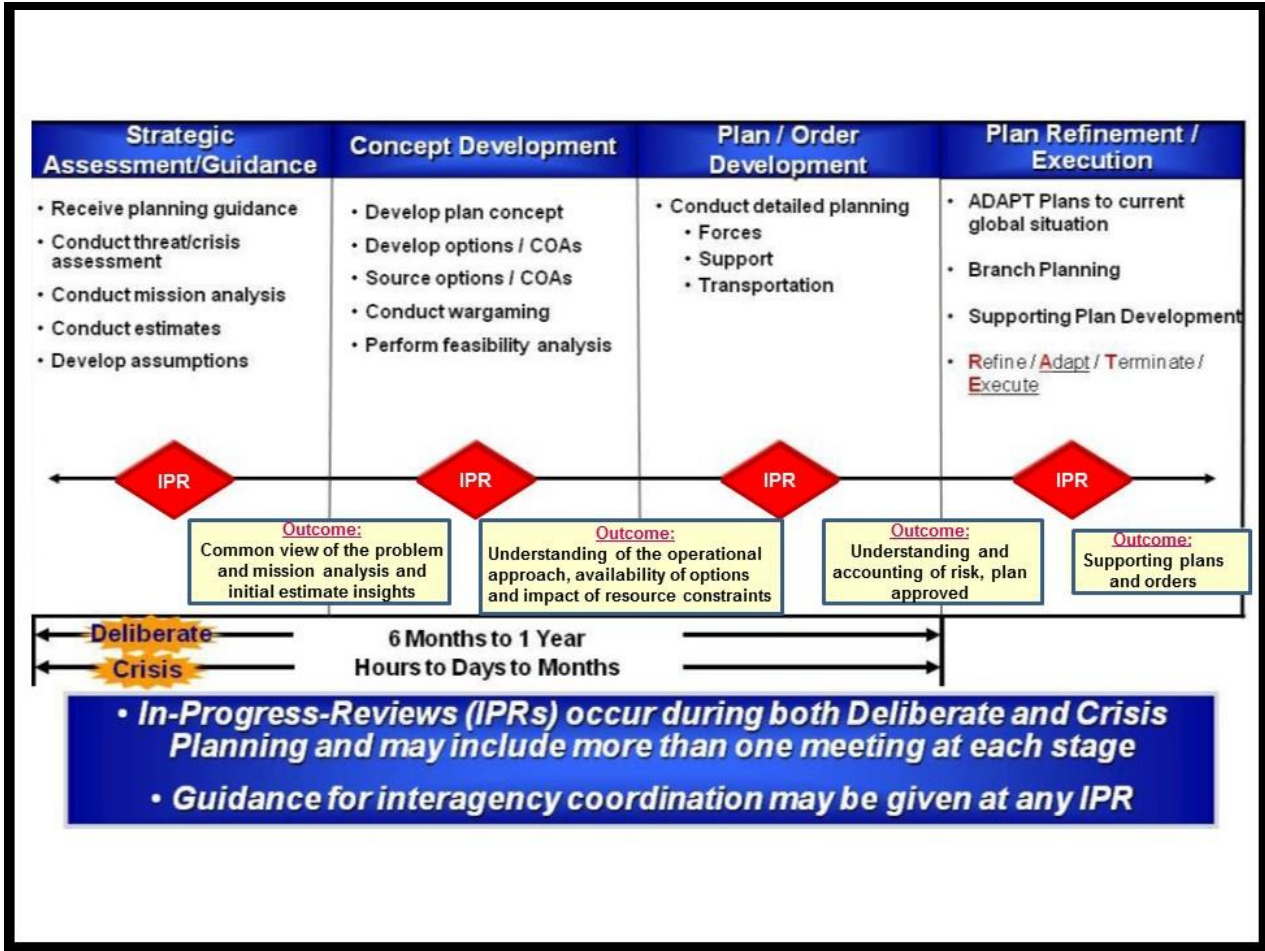


Figure A-1: Adaptive Planning and Execution Process

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APPENDIX B: COMBINED/JOINT TASK FORCE HEADQUARTERS

The demand for joint task forces ready to respond to contingencies is likely to remain high in the future. Determining the composition of a headquarters and the command relationships with the forces involved is often influenced as much by commander personalities and service interests as operational necessities. Some of the most contentious disagreements between service component, functional, and multinational commanders can be simplified by the arguments "I do not work for you" and "do not touch my stuff." Two imperatives of the authorizing commander during task force establishment are unambiguous articulation of each subordinate commander's role and responsibility (to include supporting/supported relationships) as well as each subordinate commander's control authority over the forces involved (to include OPCON and TACON designations as a minimum).

Joint Publication 3-30 "Joint Operations" pages IV-7 through IV-14 and Joint Publication 3-33 "Joint Task Force Headquarters" provide guidance for the selection of task force commanders, headquarter elements, forces, and operating areas. This guidance clarifies that a joint force must have the ability to conduct joint functions. Accordingly, either the Joint Task Force Headquarters (JTF HQ) on its own, or through support from a combatant command HQ or a Service component HQs, must have the ability to conduct the Joint Functions of command and control, intelligence, fires, movement and maneuver, sustainment, and protection.

Usually JTFs are formed to accomplish missions with specific, limited operational objectives. The CDR often looks within his or her CCMD to select a JTF HQ, usually a Service component HQ or an existing Service component's subordinate HQ (e.g., Army corps, numbered air force, numbered fleet and Marine expeditionary force). The Theater Special Operations Command or a subordinate SOF HQ with the requisite C2 capability can also form the basis for a JTF HQ staff (see Figure E-1).

Joint Publication 3-33 Appendix A, Annex A through M provides detailed considerations for establishing a Joint or Multinational Task Force HQ. Although not specifically presented this way in Joint Doctrine, the following are examples of the types of general questions oriented along the lines of Joint Functions that can facilitate JTF HQ selection:

- Command and Control:
 - *Does the mission require action in more than one domain?*
 - *Does the mission require action from multiple services in the same domain?*
 - *What planning capability does the JTF require?*
 - *What is the nature of operations the JTF will be required to execute?*
 - *What authorities will the JTF commander need?*
 - *Which whom will the JTF commander need to coordinate?*
 - *Who are the other U.S. agency and/or multinational participants?*

- *What is the role of multinational and/or interagency partners?*
 - *When does the JTF HQ need to be operational?*
 - *Where will the JTF HQ need to operate?*
 - *To what degree will JTF actions need to be integrated with the plans and operations of other CCMDs or organizations?*
 - *What capacity for the control, coordination, or liaison of air, maritime, land, space, or cyber forces will the JTF require?*
 - *What are the JTF requirements for a Joint Operations Center?*
 - *What are the JTF communications requirements?*
 - *Do the CCDR's subordinate HQ elements have the capabilities required by the JTF HQ?*
- **Intelligence:**
 - *What ability to collect, process, exploit, analyze, and disseminate information will be required by the JTF?*
 - *What level of connectivity will the JTF have with the CCMD Joint Intelligence Operations Center (JIOC)?*
 - *What are the intelligence capabilities of the CCDR's subordinate HQ elements?*
- **Fires:**
 - *Will fires from multiple services occur in the same physical domain?*
 - *Will fires need to be synchronized to occur simultaneously?*
 - *Will fires need to be deconflicted to occur separately in time or space?*
 - *Will an element of the JTF need to synchronize fires or can this be accomplished by a CCMD element with liaisons in the JTF?*
 - *What liaison capability will the JTF need with other CCMD and/or service component fires elements? (CCMD Joint Operations Center, Air Operations Center, Maritime Operations Center, Marine Air to Ground Task Force, SOF Operations, etc)*
 - *What type of control authority will the JTF commander need to have over combat forces?*
- **Movement / Maneuver:**
 - *Will the JTF use forces already in theater or will additional forces need to be deployed?*
 - *How will forces arrive in the JTF AO?*
 - *What capability for Joint Reception, Staging, Onward Movement, and Integration (JRSOI) of forces will the JTF require?*
 - *What are the JTF requirements for developing logistics plans?*
 - *What are the requirements for the JTF to integrate and synchronize logistics resources?*
 - *What authorities for logistics will the JTF require?*

- Sustainment:
 - *How long can JTF forces operate on their own without additional sustainment?*
 - *What level of sustainment, or how much sustainment and of what type, will JTF forces require?*
 - *What sustainment-related authorities will the JTF require?*

- Protection:
 - *What type of protection will JTF air, maritime, land, space, or cyber forces require?*
 - *What capacity for control, coordination, or liaison of air, maritime, land, space, or cyber protection forces will the JTF require?*

CCDRs normally respond to crisis with in-place HQs (See Figure B-1 for potential HQ) because of their familiarity with the strategic environment, resident expertise, and availability. The CCDR and staff must understand the capability of each of the subordinate HQ elements within the CCMD in order to select one as the core of a JTF HQ. Although not clearly described in Joint Doctrine, the general capabilities and service preferences of various HQs are listed in Figure E-1 with the HQ element preferred by each Service in bold type.

Service	HQ (Bold is Preferred)	Considerations
Army	Theater Army	May have a Contingency Command Post (CCP) that can form initial JTF HQ.
Army	Corps	Army preferred JTF-HQ
Army	Division	Tactical level JTF or limited mission (O-6 CMDR)
Marines	MEF	Command Element may form initial JTF HQ
Marines	MEB	Marine Corps preferred JTF-HQ
Marines	MEU	Tactical level JTF or limited mission (O-6 CMDR)
Navy	Maritime Operations Center	Usually associated with CCMD service component HQ and liaisons in JTF. Limited C2 capability of air or land forces. Navy preferred JTF-HQ
Navy	Command Ship	Maritime command ship or surface group flagship can form initial JTF-HQ, maritime-focused JTF, or limited mission JTF
Air Force	Air Operations Center	Usually associated with CCMD service component HQ as single AOC for entire theater and liaisons in JTF. Limited C2 capability of maritime or ground forces. Air Force Preferred JTF-HQ
Air Force	Air Expeditionary Task Force	AETF may form initial JTF-HQ, air-focused JTF, or limited mission JTF but usually forms the liaison element between theater AOC and JTF
SOF	Theater Special Operations Command	Tactical level JTF or limited, special operations focused mission
SOF	Special Operations Joint Task Force	Limited mission JTF. SOF preferred JTF-HQ

Figure B-1: Potential JTF HQ

APPENDIX C: PMESII SYSTEMS CONSTRUCT

The following is a partial list of the areas that should be considered during an analysis of each of the PMESII areas. Some may be potential nodes in each of the systems as well:

Political System

- Leadership
- Core Leadership
- National Leadership
- Regional Leadership
- Local Leadership
- Local Workers Parties
- Regime Control of National Resource Systems
- Security Apparatus
- Secret Police
- Detention Camps
- Informants
- Alliances & External Support
- Legal
- Symbolic
- Domestic Image of Omnipotence, Omnipresence, Infallibility

Military System

- Leadership
- Command and Control
- Intelligence
- SIGINT
- HUMINT
- Electronic Warfare
- Logistics
- Mobilization
- Civil Defense
- Training
- Underground Facilities
- Stockpiles
- Power Ventilation Access
- Communications
- Missile Forces and Missile Defense
- Army
 - Artillery
 - Long-Range Missile Systems
 - Infantry
 - Armor
- Engineers

- Mobility
- Mine Clearing
- Bridging
- Counter Mobility
- Obstacles
- Survivability

Navy

- Surface Capabilities
- Subsurface (Submarine)
- Remote Control Vehicles
- Mine Laying Submarines
- SOF Platforms
- Patrol Fleet Anti-Ship Missiles
- Coastal Defenses
- Radar Capabilities

Air Forces

- Air-to-Ground
- Fixed Wing
- Rotary Wing
- Air Defense
- Radar/Integrated Air Defense System (IADS)
- Precision Munitions Capabilities
- Bases (Runways, Refuel Capabilities, Ramp Space)
- Force Projection

Special Operations

- Direct Action, IW, ISR, etc.

Industrial/Technical Base (For Production and Repair of Advanced Equipment)

Communications

EW/Jamming Forces

Cyber Forces (military and non-military)

Information Operation Forces (military and non-military)

Missiles (Theater/Ballistic)

WMD (Research, Production, Storage, Delivery)

Space

Insurgent Groups – sponsored/non-sponsored

Terrorist Groups – sponsored/non-sponsored

Economic System

Industry

Financial

Debt

Distribution of Humanitarian Aid

Currency / Exchange Rates

Arms Exports

Corruption/Linkages

Food Markets

Black Market Agriculture

Drug Crops & Trafficking
Fuel/Power Markets
Mining
Natural resource areas/production
Foreign investment
Trade linkages
Remittances
Taxes/Revenue

Social System

Culture/System
Personality
History
Religion
Demography
Ethnicity
Urbanization
Family Ties/Tribal Linkages
Literacy/Education
Life Expectancy
Entertainment, Immigration
Organized Crime
Families: Traditional/Influential Controlling Major Decisions
Impact of Local Traditions

Infrastructure System

Transportation
Railroads
Trains
Bridges
Tunnels
Switches
Roads
Ships/Boats
Dams
Locks
Airports
Communications
Military Networks
Radio Telephone
Teletype Fiber Satellite
Visual
Civilian
Radio Telephone
Television Speakers
Signs
Energy/Power

Coal
Oil
Natural Gas
Hydro
Nuclear
Renewable Sources
Water
Fuel Stations
Electricity networks
Food Markets
Courthouses
Hospitals/Clinics
Water Treatment
Sewage/Treatment
Schools
Fiberoptic cables
Network services
Cell phone networks
Internet service providers (ISPs)
Social Media Saturation

Information System

Education
Propaganda
 Inside Country
 Outside Country
Newspapers/Magazines
Information Technologies
Radio
Television
Internet
Social Media
Informal Transmissions (Word of Mouth/Rumor)
Cyberspace

TAB A: Political System Points of Analysis

Political analysis of a foreign country begins with an assessment of the basic principles of government, governmental operations, foreign policy, political parties, pressure groups, electoral procedures, subversive movements, as well as criminal and terrorist organizations. It then analyzes the distribution of political power - whether it is a democracy, an oligarchy, a dictatorship, or has political power devolved to multiple interest groups such as tribes, clans, or gangs. Analysis must focus on determining how the political system really operates, not the way it is supposed to operate.

Basic Governmental Principles. The starting point of political analysis is the formal political structure and procedure of a foreign nation. Analysts must evaluate:

- Constitutional and legal systems.
- Legal position of the legislative, judicial, and executive branches.
- Civil and religious rights of the people.
- People's national devotion to constitutional and legal procedures.

Governmental Operations. Governments are evaluated to determine their efficiency, integrity, and stability. Information about how the government actually operates and/or changes its method of operation gives the intelligence user clues about the probable future of a political system. When assessing governmental operations, analysts should consider the following:

- Marked inefficiency and corruption, which differs from past patterns, may indicate an impending change in government.
- Continued inefficiency and corruption may indicate popular apathy or a populace unable to effect change.
- Increased restrictions on the electoral process and on the basic social and political rights of the people may mean the government is growing less sure of its position and survivability.

Foreign Policy. Analysis of a target country's foreign policy addresses the country's public and private stance toward the United States, foreign policy goals and objectives, regional role, and alliances. Analysts gather foreign policy data from various sources, to include:

- Diplomatic and military personnel.
- Technical collection systems.
- Official foreign government statements.
- Press releases.
- Public opinion polls.
- International businessmen and other travelers.
- Academic analyses.

Political Parties. Analysts study special interest parties and groups (e.g., labor, religious, ethnic, industry) to evaluate their:

- Aims.
- Programs.
- Degree of popular support.
- Financial backing.
- Leadership.
- Electoral procedures.

Pressure Groups. With few exceptions, most states have some type of formal or informal pressure groups. Examples include political parties, associations, religious or ethnic organizations, labor unions, and even illegal organizations (e.g., banned political party). The analyst must identify these pressure groups and their aims, methods, relative power, sources of support, and leadership. Pressure groups may have international connections and, in some cases, may be almost entirely controlled from outside the country.

Electoral Procedures. Elections range from staged shows of limited intelligence significance to a means of peaceful, organized, and scheduled revolution. In addition to the parties, personalities, and policies, the intelligence analyst must consider the circumstances surrounding the actual balloting process and changes from the historical norm.

Subversive Movements. In many countries, there are clandestine organizations or guerrilla groups whose intention is to overthrow or destroy the existing government. When analysts report on subversive movements, they should address:

- Organizational size.
- Character of membership.
- Power base within the society.
- Doctrine or beliefs system.
- Affiliated organizations.
- Key figures.
- Funding.
- Methods of operation.

Criminal and Terrorist Organizations. Criminal organizations in some countries are so powerful that they influence or dominate national governments. Analysts must examine the organization's influence or forceful methods of control. Most terrorist organizations are small, short-lived, and not attached to any government. Analysts should determine if external factors or even the area's government assists the terrorist group.

Political System Questions

National Political Structure:

- What is the type of governmental system in place?
 - Where does it draw its legitimacy from?
 - Are the sectors stable or in transition?
 - Does the electoral process affect them?
 - Where do they draw their power?
 - What is the source of their knowledge and intellectual income?
 - Who are the leaders? Where do they draw their power from?
 - Does a core bureaucracy staff them?
- Governmental Departments or Agencies (D/A)
 - Who are the key leaders? How are they linked within the power network?
 - Are the D/A stable or in transition?
 - Are new departments or agencies being created? If so, what is the cause of this transition? Societal/Cultural/Educational? Technical? Economic?
 - By D/A - What is the source of its workforce?
 - Who are the leaders? Is it staffed by a core bureaucracy? What skill level?
 - Inter-Agency and Departmental dependencies?
 - External dependencies - Societal/Cultural/Educational.

National Political Demographics Structure:

- Ethnic and Religious Groups having political power:
 - Are these groups regionalized?
 - How do they exercise political power?
 - What is their legislative representation?
 - Is there a paramilitary structure?
- How do these Ethnic and Religious groups wield power within urban society? Rural society?
- Political Parties
 - What are the political parties? Externally or internally supported
 - Are they associated with ethnic, religious, or cultural groups?
 - Who are their leaders? Their allies?
 - What is their political opposition? Their allies?
- Political Action Groups
 - Where do they draw their power? Societal, cultural, technical, economic?
 - Where do they draw their intellectual capital?
 - What is the source of their leadership? Knowledge?
 - What are their external organs? Expatriate communities?
 - What is their relationship with the government?

Regional Political Relationships:

- Regional - Non-adversarial and adversarial? How are relations maintained – through economics, religion, culture, ideology, common needs?

- International - Non-adversarial and adversarial? How are relations maintained – through economics, religion, culture, ideology, common needs?
- Potential Allies during a conflict - National resolve to engage in conflict? Military resolve to engage in politically motivated action?

Other Considerations:

- Public confidence in government and in society.
- Factionalism or regionalism within the governmental structure. Challenges faced by the Government.
- Political effects caused by Organized Groups.
- Government Political Response to Group pressures.
- Political effects upon Internal and External Security - relates to Military.
- Government Response to Diplomatic Overtures.
- National Economic Goals affecting the Political structure.
- Police Mechanisms.

TAB B: Military System Points of Analysis

The analysis of the adversary's military will focus on its leadership, capabilities, dispositions, and morale/commitment to its government, to include:

- Key military leadership, including their training and previous experience in senior leadership.
- Installations and facilities of a military significance (both primary and secondary purpose).
- Infrastructure in place to support identified installations and force structure.
- Military Units, including personnel and chain of command.
- Assigned equipment.
- Current and projected weapons system capabilities.

Military System Questions

Military Environment:

- Will the national leadership use military means to achieve objectives?
- Does the leadership intend to forge or enhance military ties with another state that poses a threat to regional security or U.S. interests?
- Does the leadership intend to enhance national military capabilities in a way that could be regionally destabilizing?
- Are the national leader's goals a cause for concern?
- Key Leadership – residence, office, wartime command post, telephone, email, political patronage, religious affiliations, ethnic affiliations, personal assets, non-military activities, influences.
- Soldiers -- ethnic/religious composition by region of regular forces and elite forces, pay, training, morale, benefits, gripes/issues.
- Capabilities.
 - Equipment imports: what, from whom, where based, points of entry.
 - Support (spare parts, maintenance, and operational training).
 - Indigenous production and assembly.
 - Raw materials, natural resources.
 - Supply - production, movement, storage.
 - Days of supply on-hand of key supplies (e.g. rations, fuel, ammo, etc...).
- Transportation.
 - Road capacity, primary lines of communication (LOC), organic transportation assets.
 - Rail (same as roads).
 - Water - Inland? Intra-coastal?
 - Bridges - classification, construction materials, length, bypass.
 - Tunnels - height/width restrictions, bypass.
- Organizations.
 - Garrison locations, brigade or larger combat, battalion or larger combat support (CS) and combat service support (CSS).
 - Naval port facilities, home stations.

- Airfields.
 - Fixed fields, home station, associated dispersal/highway strips.
 - Number and type aircraft at base.
- Intelligence, Surveillance and Reconnaissance (ISR).
 - Assets and capabilities by echelon.
 - National level/controlled assets.
 - Associated ground stations/downlinks.
 - Centralized processing and dissemination facilities.
 - Center of excellence/HQ for each intelligence discipline.
 - Commercial sources for imagery, dissemination capability, mapping, other.
- Military Communications.
 - Fixed facilities.
 - Mobile capabilities.
 - Relay/retransmission sites Commercial access.
- Integrated Air Defense.
 - Early warning.
 - Target acquisition and tracking, guidance.
 - Fixed launch sites.
 - Mobile AD assets.
 - Centralized C2.
 - Airfields associated with counter-air assets.
 - Airborne warning aircraft (e.g., AWACS).
 - Electrical power requirements.
- Theater Ballistic Missile/Coastal Defense missiles.
 - Fixed launch sites.
 - Mobile assets.
 - Meteorological stations supporting.
 - C2 decision makers.
 - Target acquisition.
 - Target guidance/terminal guidance.
 - Power requirements.
- Weapons of Mass Effects Capabilities.
 - Number and type.
 - Production, assembly, storage, delivery means.
 - Imports required - source and mode of transport.
 - C2 decision maker.
- C2.
 - Rivalries - personal and inter-service.
 - Decision making – dissemination/transmission means, direct or through chain of command.
- Special Capabilities.
 - Special Operations Forces (SOF).
 - Weapons of Mass Destruction (WMD).
 - TBM.
 - Human Intelligence (HUMINT).
 - Submarines.

- Force Projection
- Cyber
- Propaganda
- EW/Jamming
- BMD
- Insurgents
- Terrorists.

Military Situation: Under what conditions does the military execute its missions?

- Internal Conflict: Is there internal conflict within the military that could destabilize this country?
 - Rivalry/Factionalism: Are there emerging or increasing rivalries or factionalism within the military?
 - Power Struggle: Are there emerging or increasing power struggles within the military?
 - Deteriorating Morale/Increasing Dissent: Is there deteriorating morale or increasing dissent within the ranks or in the officer corps?
- Civil-Military Relations: How loyal is the military to the current regime? Are there cultural or religious factors that might cause frictions and dissent? Are there changes or developments in civil military relations that could destabilize the country?
 - Government - Military Relations: Will the senior military leadership support and defend the government against internal resistance and insurgency? What factors might cause a loss of confidence and/or support? What factors might cause a military coup to occur?
 - Civil-Military Conflict: Is there increasing conflict between the civilian and military leaders? Is there a difference in views between junior and senior leaders toward service to the government? To the peoples/constitution?
 - Constitutional/Legal Conflict: Is there increasing civil military conflict over constitutional/legal matters?
- Socio-Military Conflict: Are there growing tensions/conflicts in socio-military relations that could destabilize the country?
 - Internal Security Role: Is the military assuming a new internal security role or increasing its involvement in internal security affairs?
 - Military Activities: Are military operations/activities having an increasingly adverse impact on society?
 - Criminal Activities: Is the military involved in criminal activity that are contributing to increased tensions/conflict between the military and the public?
- External Military Threat: Is an external military threat emerging or increasing?
 - Limited/Covert Military Action: Is an adversary engaging in or increasing limited/covert military action?
 - Conventional Military Action: Is an adversary preparing to engage in conventional military action against this country?
 - WMD/Advanced Weapons: Is an adversary trying to acquire or is in the process of deploying WMD or advanced weapons?

- Operational Status/Capability: Are there changes or developments in the military's operational status or capabilities that suggest pending military action?
 - Activity Levels/Patterns: Is there unusual change or a sudden increase in activity levels/patterns?
 - Personnel Status: Are there changes or developments in personnel status?
 - Force Capabilities: Are there significant changes or developments in force capabilities?

TAB C: Economic System Points of Analysis

Analysis focuses on all aspects of the adversary's economy that have the potential for exploitation. Among these are industrial production, agriculture, services and armament production. Concentration will be on those elements of the economy that are factors in foreign trade and factors on the internal economy that can have an impact on the political decision making process and popular support for the government. Both the official and underground (black-market) economies must be examined.

Concentration will be on the adversary and the regional and global countries with which it has its major trade and exchange linkages. Certain specific nations and regional economic alliances could be highly dependent upon adversary exports, and the impact upon these must be considered. The focus will be on critical elements of the trading partners that may be exploited and not their economy as a whole.

In the economic system, a great deal of information is available from open source. The initial task is to develop a baseline of information on the adversary's economy, such as gross domestic product, growth rates, unemployment rates, money supply, economic plans, inflation, and national debt. Analysis may include:

Sources of National Wealth:

- Natural Resources.
- Products (Agriculture & Manufacturing).
- Foreign Aid.
- Foreign Trade.
- Import/Export.
- Trading Partners.
- Domestic Consumption.
- Management of the Economy.
- Government Role.
- Private Sector Role.
- Corruption.
- Slush Funds, Leaders' Bank Accounts.
- Counterfeiting.

Economic System Questions

- What are the key indicators of the economic health of the country(ies) of interest (COI)?
- Which external factors have the most impact upon the economy? What areas of the economy are most susceptible to foreign influences and exploitation?
- What is the impact of foreign economic assistance? What would be the impact of its reduction/removal?
- What percentage of the economy should be classified as "black/gray market"? Are we able to quantify activities in this sector? Can we influence this sector?
- What are the governmental rules on foreign investment? Who do they favor?
- Which nations have the most to gain or lose from damage to, or a collapse of the economy? What are the most likely areas of economic growth?
- Will there be growth in the private sector share of the economy? Who would benefit the most from this change?
- How effective will be steps to diversify the economy?
- What is the inflation rate? To what extent will steps to control inflation be successful?
- Will government subsidies of selected products for domestic use continue? What would be the impact of their reduction/removal?
- What is the anticipated trend in demand for foreign (particularly US) currency?
- What is the prognosis for food production? Are they dependent on imports? Will rationing of essential goods continue? Which items are most likely to be rationed?
- How will demographic factors (e.g., birth rate, adult/child ratio, rural migration to urban areas, etc.) affect the economy in the future?
- What is the impact of the drug trade on the overall economy? Regional economies?
- Will imports of military spending/hardware increase? Who are the most likely suppliers? Will these be cash transactions, or will a barter system be established?
- What is this nation's standing within the International Monetary Fund and World Bank?
- Is trade with European Union member nations expected to increase? If so, in what specific areas?
- Have any key members of the economic sector leadership been educated in the West or China? If so, have they maintained contacts with their former colleagues?
- Are changes to the current system of state-owned monopolies anticipated? If so, what will be the impact?
- What are the key industries of the state(s)?
- What are the major import/export commodities?
- What is the trade balance? Is this a strength or vulnerability?
- What is the labor situation (e.g., unemployment statistics, labor sources, unions, etc.)?
- Who/what are the key government economic leaders/agencies?
- Who are the principal business leaders in the country?

TAB D: Social System Points of Analysis

Analysis must study the way people, particularly the key leadership and natural leaders, organize their day-to-day living, including the study of groups within society, their composition, organization, purposes and habits, and the role of individuals in society. For intelligence purposes, analysts study seven sociological factors. The detailed list should be viewed as a guide for developing the necessary information to develop the Sociological Systems Summary for the target countries.

Population. Intelligence data derived from censuses and sample surveys describe the size, distribution, and characteristics of the population, including rate of change. Most countries now conduct censuses and publish detailed data. Analysts use censuses and surveys to evaluate an area's population in terms of:

- Location.
- Growth Rates.
- Age and Sex.
- Structure.
- Labor Force.
- Military Manpower.
- Migration.

Characteristics of the People. Analysts study social characteristics to determine their contribution to national cohesion or national disintegration. Social characteristics evaluated by analysts include:

- Social Stratification.
- Number and Distribution of Languages.
- Prejudices.
- Formal and Informal Organizations.
- Traditions.
- Taboos.
- Nonpolitical or Religious Groupings and Tribal or Clan Organizations
Idiosyncrasies.
- Social Mobility.

Public Opinion. Key indicators of a society's goals may be found in the attitudes expressed by significant segments of the population on questions of national interest. Opinions may vary from near unanimity to a nearly uniform scattering of opinion over a wide spectrum. Analysts should sample minority opinions, especially of groups capable of pressuring the government.

Education. Analysts concentrate on the general character of education and on the quality of elementary through graduate and professional schools. Data collected for these studies include:

- Education Expenditures.
- Relationship between education and other social and political characteristics
Education levels among the various components of society.

- Numbers of students studying abroad.
- Extent to which foreign languages are taught.
- Subjects taught in schools.

Religion. Religious beliefs may be a potentially dangerous friction factor for deployed U.S. personnel. Understanding those friction factors is essential to mission accomplishment and the protection of friendly forces. Analysts evaluate data collected on an area's religions, which includes:

- Types.
- Size of Denominations.
- Growth or Decline Rates.
- Cooperative or confrontational relationships between religions or sects, the people they represent, and the government.
- Ways the government deals with religious organizations.
- Roles religious groups play in the national decision making process.
- Religious traditions and taboos.

Public Welfare. To evaluate the general health of a population, analysts must identify:

- Health delivery systems.
- Governmental and informal welfare systems.
- Social services provided.
- Living conditions.
- Social insurance.
- Social problems that affect national strength and stability (e.g., divorce rate, slums, drug use, crime) and methods of coping with these problems.

Narcotics and Terrorism Tolerance. A population's level of tolerance for narcotics and terrorist activities depends on the relations between these organizations and the population as a whole. Analysts should determine if the tolerance is a result of the huge sums of money trafficker's pump into the economy or a result of trafficker's use of force. Terrorists may be accepted and even supported by the local populace if they are perceived to be working for the good of the local people. The intelligence analyst must evaluate the way these organizations operate.

Sources. Due to the nature of the social focus area, the preponderance of information is envisioned to be open source. The initial task is to develop a baseline of information on the target nation. Basic data will be collected and analyzed. Numerous studies, sponsored by the U.S. Government as well as academic treatises are available. A more difficult problem will be making the essential linkages within the sociological area and with other focus areas, particularly political and economic.

Social System Questions

- What are the general perceptions of social stability?
- Who are the population's most respected figures, why are they so respected, and how do they maintain the public focus?
- What are the government's most effective tools for influencing the masses?
- What dominant areas of society are emerging and causing instability or areas of conflict? Are any of these areas linked to political factors? Ethnic/racial?
- What are the predominant economic areas that are contributing to, promoting, or exacerbating social instability?
- How can interrelationships be established between religious and ethnic minorities in the COI? How can we effectively manipulate these relationships to affect a desired outcome?
- What are perceptions of public safety primarily attached to? How is the level of violence defined by society? What elements may make it appear excessive?
- What psychological effects does an increased level of violence have on a person's notion of safety?
- What are the effects of increased criminal activity: on the family, the town, the region, and nationally?
- How can the Coalition increase the psychological perception that the global economy is surpassing the COI?
- How can the Coalition stimulate the notion that the government is failing to provide for basic elements, or is slow to produce results?
- Examine the adverse effects of increased organized criminal activity upon society by industrial component. White collar or financial crime. Drugs and drug smuggling.
- Proliferation of weapons: Note the types of weapons and to whom they are going.
- Gang related activity: Is there a predominant ethnic group asserting themselves in this arena, and are they utilizing any particularly violent tactics to assert themselves?
- What are the significant effects of increased public health problems? What public health issues have increased and how effectively is the government?
- Identify how extensive the division of wealth is between ethnic and religious groups and their potential for promoting tension or conflict.
- What are the effects of environmental problems having on society?
- Identify the key groups adversely affected by increasing poverty rates.
- Identify primary tools used by the government for influencing the masses. How do the masses validate information obtained by the government? Do they feel they need to validate information?
- Who are the key opposition leaders? How do they influence the masses? How are they funded and by whom are they primarily funded?
- Who are the key opposition groups? How do they influence the masses? How are they funded and by whom are they primarily funded? Identify any common themes to unite them, identify areas that may divide them.

- How do opposition groups recruit? Do they target a specific social group? Is there a hierarchical structure? How are members dismissed from the ranks?
- How do these groups affect one another? How do they affect similar groups in neighboring countries? Do they have external support?
- What are each faction's mechanisms for influencing the others? How do they communicate officially and unofficially? What factions are armed? Where do they get their weapons?
- Are acts of civil disobedience increasing? Is the level of violence employed by the government to quell civil disobedience increasing? Are acts of vigilantism on the rise? How are disturbances quelled? What tools are brought to bear?
- Identify consumer goods that are most valued by the COI's populace. Who controls supply? How are they networked? Any increase in a particular product?
- What are the "hot button" issues dividing the various factions of the society?
- What networks and mediums can be used to subvert and confuse each faction? What are the capabilities of regional allies to polarize these factions?
- How are rumors spread most effectively?
- What is the social perception of the military's ability to meet that threat? The states' ability to meet the threat? The state's ability to provide overall security in a micro/macro context?
- How are troops conscripted? What are the incentives for service? What unofficial groups/associations exist within military? How do they recruit or dismiss people?
- Is criminal behavior increasing within the military? What types of criminal activity occur within the military?
- Identify the hierarchal structure of the military. Is there a dominant ethnic group assuming more leadership roles? What ethnic groups stay the most connected in the military, which groups are more apt to include outsiders?
- Which ethnic and religious minorities feel the most repressed? How do they express their discontent? Do any organizations exist to channel their feelings? How responsive do they feel the government is to their issues?
- How does the population view outside assistance? How likely is the government to ask for assistance? How is the need for assistance determined?
- How are relief organizations viewed within the country? Are they busy? How effective are they at solving problems and meeting the needs of those they serve?
- Problems with immigrant flows? How are refugees treated?
- What consumer goods are in short supply? How are those goods brought to market, and who controls the flow of such goods? Is there a dominant ethnic group controlling the flow? How effective is the Black Market in producing hard to obtain goods?
- What goods dominate the black market? Who are the primary producers and end receivers of goods? Is there a particular group emerging as the leader of the Black Market?
- How are minority laborers networked with minority leaders? What are the links between labor groups and minority activists? What ethnic group(s) compose the majority of the skilled labor force? How is skilled labor kept from going abroad?

TAB E: Infrastructure System Points of Analysis

Infrastructure analysis focuses on the quality and depth of the physical structures that support the people and industry of the state. In developed countries, it is the underlying foundation or basic systems of a nation state; generally physical in nature and supporting/used by other entities (e.g., roads, telephone systems, and public schools).

Infrastructure System Questions

- **Lines of Communications:** Where are the key ports, airfields, rail terminals, roads, railroads, inland waterways, etc. located? Where are key bridges, tunnels, switching yards, scheduling/control facilities, depots/loading stations, switching yards, etc.?
- **Electrical Power:** Where are power plants, transformer stations, and relay and power transmission lines located? Where are the key substations, switching stations, and line junctures?
- **Potable Water:** Where are the water treatment plants, wells, desalination, bottling plants, and pumping stations? Where are the key pumping stations, control valves, and distribution line junctures?
- **Telecommunications:** What are the location and architecture of the domestic telephone system, cable, fiber-optic, microwave, internet, and cell phone networks and satellite stations? Where are the key control points and junctures?
- **Petroleum and Gas:** Where are the gas and petroleum fields, gathering sites, pumping stations, storage areas, refineries, and distribution lines? Where are the key pumping stations, control valves, and distribution junctures?
- **Broadcast Media:** What are the location, frequency, power, and radius of effective range (coverage) of the am/fm radio and TV stations? Where are the studios, antenna, and relay towers located? How are they powered? Where are the key control points and junctures?
- **Public Health:** What are the location of the hospitals and clinics? Are they adequately staffed, supplied, and equipped? Is the equipment well maintained? Is the staff well trained? Do they depend on foreign or domestic sources for their supplies, medications, and spare equipment parts? Where are the key control points and junctures?
- **Schools:** What are the location of the public, private, and religious primary and secondary schools and universities? Where are the key control points and junctures?
- **Public Transportation:** What are the public (bus/streetcar/taxi/etc.) transportation routes? Where are the key control points and junctures?
- **Sewage Collection and Treatment:** Where are the collections systems, pumping stations, treatment facilities, and discharge areas located? Where are the key control points and junctures?

Common Infrastructure Questions

- How are key facilities linked? (Physically, electronically, etc.)
- What are the key nodes? Where are they? Where are the disabling yet non-lethal/non-destructive infrastructure nodes?
- What are their alternates? What are the alternates for the above and how are they linked to the key facilities and each other?
- Are there indigenous capabilities? What indigenous capabilities could be used? How are they linked and organized? What are the critical nodes?
- What is the security surrounding the nodes?
- What is the security posture at these facilities? Who controls the forces? How are security forces/police/paramilitary networked? What training do they receive? What is their level of proficiency? Are they augmented as alert status (national or local) changes? What are the ground/naval/air defense capabilities at/near these facilities? How are they networked? What groups are likely to conduct industrial sabotage? How are they tasked, linked, supported?
- Who owns and who controls the infrastructure? Who owns and/or controls all of the above entities? Is ownership by private, corporate, or governmental entities? What organizations have regulatory oversight/control?
- What is the capability to repair damage to the system and restore it to service? Is maintenance and repair an integral part of the organization? What are their capabilities and limitations? Which contractors are normally used and for what purpose? Are repair/restore materials readily available or is there a long lead-time for critical supplies/components? Who are the key engineering contractors for these facilities? Can/will they share plans, blueprints, schematics, etc.?
- What would be the second-order effects of influencing the infrastructure?

TAB F: Information System Points of Analysis

Analysis of Information Systems and Operations includes:

- Telecommunications capabilities and level of sophistication, tele-density rates, radio and television broadcast coverage including television, landline, cellular, Internet, radio, etc.
- Interconnectivity of communications via ISDN, fiber optic, satellite, and microwave.
- Primary nodes and trunks of telecommunications infrastructure including government, non-government, citizen, and military use of Information Operations.
- Knowledge of COI key leaders' style and decision making habits, advisors' perception, and cultural influences.
- Understanding governmental use of media influence, public affairs, and civil affairs interrelationships.
- Knowledge of military, non-governmental organization, and law enforcement interrelationships.
- Understanding of effects on adversary under psychological, computer network attack and defense, electronic warfare, and space operations.
- Locations and purpose of physical infrastructure of communications and broadcast towers, cables, and supporting operations centers are included within the infrastructure focus.
- Development of and use of computer network operating systems, IT industry skill sets, and software applications.
- Media affiliations, perceptions and sympathies to include censorship and self-censorship in news and entertainment print, and broadcast industries.

Information System Questions

- How effective are the COI's network defense capabilities? What reactions could be expected following an incident? What recovery procedures are routinely exercised?
- What is the organizational structure of the telecommunications industry? How effective is the COI at managing physical security of infrastructure an implementing network security practices?
- What interrelationships exist between civil law enforcement, military, commercial and non-governmental agencies that would enhance the COI's response to an emergency?
- What redundancies exist within the COI's network to eliminate or reduce network down time? Cellular, satellite, landline, power back up? How effective is their exchange, backbone, architecture in providing redundancies?
- What would cause a slow-down of COI's network? In what ways can the effect be localized? (Geographic, logic, by agency, etc.)
- What bandwidth issues exist within the COI's communications industry? How well, and in what ways, does the government manage its allocation?

- What type of OPSEC practices does the COI routinely exhibit to deny exploitation?
- In what ways have military/civil/corporate operations centers improved their practices/tactics in keeping with the COI's technological improvements? Do they rely more heavily on computers/cellular/networks than in the past?
- What are the indicators, if they exist, that the COI has developed a more focused vision and strategic plan for using technology than it had in the late '90s? What effect has technology had on productivity, transportation, logistics, etc. in government, commerce, corporate, private sectors?
- How does the COI perceive their use of technology from a governmental perspective? From the citizens' perspective? Military? Business? Legal? Law enforcement? Non-governmental organizations?
- What is known about the COI's assessment of Blue network vulnerabilities and defense measures?
- Do regional and neighboring countries or satellite broadcasts (television, radio, and internet) have an audience in the COI's population? Which broadcasts are popular with citizens and what is the audience's demographic and statistic data? What programs or broadcasts are popular with minority political parties, resistance movements, academia, etc.?
- What is the topology design the COI networks utilize? Which exchanges and trunks are co-located within government-controlled facilities? Are government-commercial partnerships used to provide network services?
- What is known of current and planned technology projects: fiber optic cabling? ISDN access expansion? Satellite leases and launches? What is the operational status and capability of COI's Low-Earth Orbit satellites?
- What Internet domains are accessible to the population? Is reliable language interpretation software available? What licenses does the government require for web hosting?
- What governmental directives address network security in supporting national security objectives?
- What messages might be effective in the COI? What themes are prevalent in the media?
- What advances in communications technology have enabled improvements in military hardware employment? Describe the use of telecommunications technology in law enforcement operations.
- To what degree and direction are telecommunications infrastructure investments impacting military readiness? Describe the state of international telecommunications connectivity to the COI?
- Which current telecommunications and Internet security operations have been exercised? Is there a national crisis action plan?
- What practices and policies does the government use in monitoring information-related media (TV, radio, Internet, etc.)? What enforcement methods have been employed?
- Which print media and on-line content do citizens turn to for news? Entertainment? Social Media? Do censorship policies or self-censorship trends exist in the COI?

- Is there a market and distribution pipeline for recorded or intercepted news or entertainment programs? In what ways does law enforcement interact in this market?
- What is known about COI's network operating systems? What IT skill sets are known to be in high demand?
- Is software piracy prevalent? Counterfeiting? Drug smuggling? Organized crime? Identity theft?

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APPENDIX D: OPOD FORMAT W/ STAFF ESTIMATE INFORMATION

Underlined and Blue Text = recommended additions to the JP 5-0 Format

Italics and Highlighted = Staff estimate information per JP 5-0,

Copy no. ____ of ____ copies
ISSUING HQ
PLACE OF ISSUE
Date/time group
Message reference number

OPERATION ORDER OR PLAN (Number) (Operation CODEWORD) (U)

BASIC ORDER (U)

REFERENCES:

(U) TIME ZONE:

(U) **TASK ORGANIZATION: See Annex A (Task Organization).**
*** Capability Shortfalls / excesses**

1. (U) Situation

a. (U) General. See Annex B (Intelligence).

(1) (U) Environment of Conflict

(a) Geostrategic Context

(b) Domestic and International Context

(c) Systems Perspective of the OE

(2) (U) Policy Goals

(a) US/Multinational Policy Goals

(b) **End states.**

1. Strategic End state & Objectives

2. Termination Criteria (and issues w/ these criteria)

2. Military End states

3. Time Estimates – Mil End states and Termination Criteria.

(3) Non-US National Political Decisions

(4) **Operational Limitations**

b. (U) Area of Concern

(1) (U) Joint Operations Area/Higher Commander's Area of Operations.

(2) (U) Area of Interest.

c. (U) Deterrent Options

d. (U) **Risk**

e. (U) Adversary Forces. See Annex B (Intelligence).

(1) **Adversary Centers of Gravity**

(a) Strategic

(b) Operational

- (2) Adversary Critical Factors
 - (a) Strategic
 - (b) Operational
 - (3) Adversary Courses of Action
 - (a) General (including Strength, weakness, composition, location, disposition, reinforcements, logistics, time/space factors, utilized and available bases, efficiency and proficiency in joint ops ---- Capabilities/Limitations)
 - (b) Adversary's Political Intentions & End states
 - (c) Adversary's Strategic Objectives
 - (d) Adversary's Operational Objectives
 - (e) Adversary CONOPs
 - (f) External Sources of Support
 - (4) Adversary Logistics and Sustainment
 - (5) Other Adversary Forces/Capabilities
 - (6) Adversary Reserve Mobilization
 - f. (U) Friendly Forces
 - (1) (U) Higher.
 - (2) (U) Adjacent.
 - (1) Friendly Centers of Gravity
 - (a) Strategic
 - (b) Operational
 - (2) Friendly Critical Factors
 - (a) Strategic
 - (b) Operational
 - (3) Multinational Forces
 - (3) Supporting Commands and Agencies
 - g. (U) Facts (Relevant & Key)
 - h. (U) Assumptions.
 - (1) Threat Warning/Timeline
 - (2) Pre-Positioning and Regional Access
 - (3) In-Place Forces
 - (4) Strategic Assumptions
 - (5) Legal Considerations
 - (a) ROE
 - (b) International Law, including LOAC
 - (c) US law
 - (d) Host-nation and partner nation policies
 - (e) Status of forces agreements
 - (f) Other bilateral treaties and agreements including Article 98 agreements
 - (6) Deductions from Facts/Assumptions
2. (U) Mission.
3. (U) Execution
- a. (U) Concept of Operations. See Annex C (Operations)

- (1) Commander's Intent
 - (a) Purpose and End state
 - (b) **Objectives**
 - (c) Effects, if discussed
 - (2) General
 - (a) **JFC Military Objectives**, supporting desired effects and operational focus
 - (b) Orientation on the adversary's strategic and operational COGs
 - (c) Protection of friendly strategic and operational COGs
 - (d) Phasing of operations, to include Commander's intent for each phase.
 - 1. Phase I:
 - a. JFC's intent
 - b. Timing
 - c. Objectives and desired effects
 - d. Risk
 - e. Execution
 - f. Employment (**and/or Deployment**)
 - (1) Land Forces
 - (2) Air Forces
 - (3) Maritime Forces
 - (4) Space Forces
 - (5) Cyber Forces
 - (6) SOF Forces
 - g. Operational Fires
 - (1) Joint forces policies, procedures, & planning cycles
 - (2) Joint fire support assets for planning purposes
 - (3) Priorities for employing target acquisition assets
 - (4) Areas that require joint fires to support op maneuver
 - (5) Anticipated joint fire support requirements
 - (6) Fire Support Coordination Measures (if required)
 - 2. Phase II through XX:
- b. (U) Tasks
 - (1) Specified**
 - (2) Implied**
 - (3) Essential**
- c. (U) Coordinating Instructions.
- d. (U) **Commander's Critical Information Requirements.**
 - (-) COA Evaluation Criteria – Staff recommendations (...then final Cmdr Decision)**
 - (-) COA Comparison w/ respect to Evaluation Criteria. Include staff recommendation.**
4. (U) Administration and Logistics
 - a. (U) **Concept of Sustainment**
 - b. (U) Logistics. See Annex D (Logistics/Combat Service Support).
 - c. (U) Personnel. See Annex E (Personnel).
 - d. (U) Public Affairs. See Annex F (Public Affairs).

- e. (U) Civil Military Operations. See Annex G (Civil Affairs).
- f. (U) Meteorological and Oceanographic Services. See Annex H (Meteorological and Oceanographic Operations).
- g. (U) Environmental Considerations. See Annex L
- h. (U) Geospatial Information and Services. See Annex M (Geospatial Information and Services).
- i. (U) Health Service Support. See Annex Q (Medical Services).

5. (U) Command and Signal

- a. (U) **Command**
 - (1) Command Relationships. See Annex J (Command Relationships).
 - (2) Command Posts
 - (3) Succession to Command.
- b. (U) **Joint Communications System Support**. See Annex K (CIS)

ACKNOWLEDGE RECEIPT

ANNEXES:

- A – Task Organization [APEX REQUIRED]
- B – Intelligence [APEX REQUIRED]
- C – Operations [APEX REQUIRED]
- D – Logistics [APEX REQUIRED]
- E – Personnel
- F – Public Affairs
- G – Civil-Military Affairs
- H – Meteorological and Oceanographic Operations
- J – Command Relationships
- K – Communications Systems [APEX REQUIRED]
- L – Environmental Considerations
- M – Geospatial Information and Services
- N – Space Operations
- P – Host Nation Support
- Q – Medical Services
- R – Reports
- S – Special Technical Operations
- T – Consequence Management
- U – Notional Counter proliferation Decision Guide
- W – Contingency Contracting
- X – Execution Checklist
- Y – Strategic Communications [APEX REQUIRED]
- Z – Distribution

OFFICIAL:

s/

<Name>

<Rank and Service>

<Title>

APPENDIX E: Reference Times

Plans, reports, orders, and messages often reference dates & times defined as follows:

- a. **C-day**. The unnamed day on which a deployment operation commences or is to commence. The deployment may be movement of troops, cargo, weapon systems, or a combination of these elements using any or all types of transport. The letter "C" will be the only one used to denote the above. The highest command or headquarters responsible for coordinating the planning will specify the exact meaning of C-day within the aforementioned definition. The command or headquarters directly responsible for the execution of the operation, if other than the one coordinating the planning, will do so in light of the meaning specified by the highest command or headquarters coordinating the planning.
- b. **D-day**. The unnamed day on which a particular operation commences or is to commence.
- c. **F-hour**. The effective time of announcement by the Secretary of Defense to the Military Departments of a decision to mobilize Reserve units.
- d. **H-hour**. The specific hour on D-day at which a particular operation commences.
- e. **H-hour (amphibious operations)**. For amphibious operations, the time the first assault elements are scheduled to touch down on the beach, or a landing zone, and in some cases the commencement of countermine breaching operations.
- f. **I-day**. The day on which the Intelligence Community determines that within a potential crisis situation, a development occurs that may signal a heightened threat to U.S. interests. Although the scope and direction of the threat is ambiguous, the Intelligence Community responds by focusing collection and other resources to monitor and report on the situation as it evolves.
- g. **L-hour**. The specific hour on C-day at which a deployment operation commences or is to commence.
- h. **L-hour (amphibious operations)**. In amphibious operations, the time at which the first helicopter of the helicopter-borne assault wave touches down in the landing zone.
- i. **M-day**. The term used to designate the unnamed day on which full mobilization commences or is due to commence.
- j. **N-day**. The unnamed day an active duty unit is notified for deployment or redeployment.
- k. **R-day**. Redeployment day. The day on which redeployment of major combat, combat support, and combat service support forces begins in an operation.

- l. **S-day**. The day the President authorizes Selective Reserve call-up (not more than 200,000).
- m. **T-day**. The effective day coincident with Presidential declaration of national emergency and authorization of partial mobilization (not more than 1,000,000 personnel exclusive of the 200,000 call-up).
- n. **W-day**. Declared by the President, W-day is associated with an adversary decision to prepare for war (unambiguous strategic warning).