



CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-5
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CJCSI 3100.01A
1 September 1999

JOINT STRATEGIC PLANNING SYSTEM

References: See Enclosure F.

1. Purpose. This instruction provides joint policy and guidance on, and describes the responsibilities and functions of, the Joint Strategic Planning System (JSPS).
2. Cancellation. CJCSI 3100.01, 1 September 1997, "Joint Strategic Planning System" and CJCSI 3138.01A, 1 September 1997, "Intelligence Strategy for 2015" are cancelled.
3. Applicability. This instruction applies to the Joint Staff, Services, combatant commands, Defense agencies, and joint and combined activities.
4. Policy. Reference a, sections 113(g)(1), 113(g)(2), 153, and 163, by law charges the Chairman of the Joint Chiefs of Staff (hereafter referred to as Chairman) to:
 - a. Advise and assist the Secretary of Defense (hereafter referred to as SecDef) in providing annual guidance on national security objectives and policies; the priorities of military missions; and the projected resource levels expected through a specific period.
 - b. Assist the National Command Authorities (NCA) in providing strategic direction of the Armed Forces.
 - c. Prepare strategic plans, including plans that conform to specified resource levels.
 - d. Provide assistance and advice to the SecDef in the development of defense planning guidance including the force levels and resource requirements necessary to achieve objectives.

e. Perform net assessments to determine the capabilities of the Armed Forces of the United States and its allies as compared to those of potential adversaries.

f. Assess the capabilities of US forces to meet national security objectives, policies, and execute strategic plans.

5. Definitions. See Glossary.

6. Responsibilities. This instruction describes the process governing the JSPS and the documents that constitute the system. The instruction assigns responsibility for preparing and issuing these documents and may be augmented by additional detailed instructions.

7. Summary of Changes. Provides expanded guidance on the process for developing CINC Theater Engagement Plans (TEPs) and identifies the plan approval process. Further defines the relationship between elements of the Joint Strategic Planning Process and the Joint Requirements Oversight Council (JROC) and Joint Warfighting Capabilities Assessment (JWCA) processes.

8. Releasability. This instruction is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other Federal agencies, and the public may obtain copies of this instruction/ manual/notice through the Internet from the CJCS Directives Home Page--<http://www.dtic.mil/doctrine>. Copies are also available through the Government Printing Office on the Joint Electronic Library CD-ROM.

9. Effective Date. This instruction is effective 1 September 1999

For the Chairman of the Joint Chiefs of Staff:



V. E. CLARK
Vice Admiral, U.S. Navy
Director, Joint Staff

Enclosures:

- A -- Introduction
- B -- Strategic Direction
- C -- Strategic Plans
- D -- Programming Advice
- E -- Strategic Assessments
- F -- References

GL-- Glossary

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THE JOINT STRATEGIC PLANNING SYSTEM

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ENCLOSURE A

INTRODUCTION

1. The JSPS is one of the primary formal means by which the Chairman, in consultation with the Joint Chiefs of Staff (JCS) and CINCs, carries out deliberate planning and policy responsibilities detailed in reference a. The responsibilities include:

a. Providing advice and assistance to the President and Secretary of Defense as to the strategic direction of the Armed Forces and the preparation of policy guidance.

b. Preparing military strategy, strategic plans, and strategic assessments.

c. Providing advice to the Secretary of Defense on the effect that critical force capability deficiencies and strengths will have on accomplishing national security objectives, implementing policy, and executing strategic plans.

d. Providing advice on program recommendations and budget proposals to conform to priorities established for the CINCs and in strategic plans. The JROC, using the JWCA process, assists the Chairman in meeting this requirement.

2. The JSPS is a flexible system intended to interact with other DOD systems; provide supporting military advice to the DOD Planning, Programming, and Budgeting System (PPBS); and to provide strategic guidance for use in the Joint Operation Planning and Execution System (JOPEs).

3. The JSPS provides the means for the Chairman, in consultation with the JCS and CINCs, to systematically review the national security environment, national security objectives as well as the means to evaluate risks and threats and assess the adequacy of current strategy. The JSPS proposes military strategy, forces, and capabilities necessary to achieve our national security objectives in a resource-limited environment. JSPS forms the basis for interaction with DOD planning and programming systems by

a. Providing for the continuous study of the strategic environment to identify conditions or trends that may warrant a change in the strategic direction of the Armed Forces. The principal mechanism for this is the Joint Strategy Review (JSR). A decision to modify the strategic direction of the Armed Forces based on this review would be reflected in the National Military Strategy (NMS) or Joint Vision (JV). (Described in Enclosure B.)

b. The NMS articulates the Chairman's recommendations to the NCA on how the United States should employ the military element of power in support of the President's National Security Strategy (NSS).

4. The Chairman's vision, referred to as Joint Vision 20xx, describes the operational concepts and capabilities anticipated of future joint forces. It provides a conceptual template for conducting future military operations and establishes a common azimuth for the Services, combatant commands, Defense agencies, and Joint Staff as they develop plans and programs to evolve the joint force to meet future warfighting requirements.

5. The JSPS provides the basis for the Chairman's preparation of strategic plans. It also assists the Chairman in providing guidance and direction on behalf of the NCA for the preparation of contingency plans to cover the full range of military operations. The Joint Strategic Capabilities Plan (JSCP) provides strategic guidance, establishes requirements, and apportions resources to the CINCs and Service Chiefs to accomplish tasks and missions based on near-term military capabilities.

6. When translating the JV and the NMS into advice for SecDef consideration in the development of the Defense Planning Guidance (DPG) (Enclosure D), the Chairman formally communicates his advice through two documents:

a. Formal authoritative planning and broad programmatic advice is provided early in the DPG drafting cycle using the Joint Planning Document (JPD). The JPD contains CJCS recommendations to the SecDef on the content of the DPG in terms of broad capabilities required to support the NMS. These recommendations are designed to influence the initial drafting of the DPG and are fully coordinated with the combatant commands, Services, and Defense agencies. Since the PPBS is an iterative process, the JPD is intended to inform the new cycle while being consistent with the Chairman's Program Assessment (CPA) from the previous cycle taking into account any intervening program adjustments or strategy changes.

b. Prior to completion of the DPG, the Chairman uses the Chairman's Program Recommendation (CPR) to provide specific, formal, authoritative programmatic advice. The JROC, using the JWCA process, provides the Chairman programmatic advice and budgetary alternatives and assists with CPR preparation. The JROC-JWCA process also assists the development of the CPA, which provides the Chairman's personal assessment of how Service and agency Program Objective Memorandum (POM) conform to the strategic plans and DPG, and offers budgetary alternatives to better support the warfighter.

7. The JSPS also recognizes the need to capture ongoing analysis efforts in the Joint Staff, combatant commands, combat support agencies, and

the Services. These analyses include war games, studies, seminars, and professional symposiums that provide critical data and perspectives on a variety of subjects. The Chairman is responsible for performing assessments of the capabilities of the Armed Forces of the United States and its allies, relative to the capabilities of potential adversaries. The JSPS uses these capabilities-based assessments as baseline information in the development of strategy and plans. The compilation of this information is performed through the Joint Net Assessment (JNA) process. (Enclosure E)

8. The JSPS provides for timely and substantive participation by the Joint Staff, Services, combatant commands, and Defense agencies in the development of each JSPS document. As programs are developed and as resources are allocated, JSPS documents and other products provide a means to evaluate capabilities and to assess program and budget adequacy and recommend changes where appropriate.

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ENCLOSURE B

STRATEGIC DIRECTION

1. Purpose. In accordance with reference a, the Chairman, in consultation with the JCS and CINCs, assists the SecDef and President in providing for the strategic direction of the Armed Forces. The SecDef uses this advice to

- a. Establish policy.
- b. Determine requirements.
- c. Develop plans.
- d. Allocate resources.

2. Scope

a. Strategic direction is the common thread that integrates and synchronizes the activities of the Joint Staff, combatant commands, and Services. Consistent with the strategic guidance contained in the President's NSS and upon NCA direction, the Chairman develops an NMS, which serves as his advice to the NCA on how to employ the military in support of national security objectives. The NMS traditionally looks five to seven years into the future. While the President is legally required to publish a new NSS report annually, the NMS is published as needed, when directed by the Chairman. Historically, the NMS has been revised every three to five years. The CJCS JV provides operational commanders with strategic direction for the conduct of future joint operations within the projected strategic environment.

b. Through these periodically issued documents and guidance issued from time to time, and to focus the efforts of the Services, the Chairman and JCS establish a common focal point, planning horizons, and critical assumptions necessary to articulate strategic vision, strategies, goals, missions, objectives, plans, policies, requirements, and programmed resources.

3. Components. Strategic direction consists of three elements that define concepts and objectives and provide the framework for the development of integrated, Service, combatant command, and Defense agency supporting policies and guidance.

a. Chairman's Guidance (CG). The CG provides a common set of assumptions, priorities, intent, and critical planning factors required to

develop future strategies and plans. It may not be promulgated as a separate document, but rather as an integral part of the strategy development process. CG may be established pursuant to conducting a JSR, to preparing a JV, or to drafting a new NMS; or it may be provided separately if deemed appropriate.

b. Joint Vision 20xx. The JV document provides a long-range vision and a common focal point for future planning.

(1) The JV recommends concepts for operating within the projected security environment. It also provides a conceptual template for follow-on Service and combatant command visions while recognizing the unique aspects of warfighting embodied in each organization's core competencies.

(2) JV provides a means to study the implications of emerging threats, technologies, and global changes and their effects on joint doctrine, future force structures, requirements, and capabilities.

(3) The Directorate for Strategic Plans and Policy (J-5), Joint Staff, prepares the JV as required. The Chairman, JCS, Joint Staff, CINCs, Services, Defense agencies, and joint organizations implement the JV after final approval. The implementation process helps to transform the JV concepts into requirements and capabilities. Implementation results in changes to doctrine, force structure, materiel, personnel programs, and training needed to achieve the JV. The Directorate for Operational Plans and Interoperability (J-7), Joint Staff, is the executive agent for implementing the JV. The Joint Warfighting Center is the implementing agent.

c. National Military Strategy. The NMS defines the national military objectives, establishes the strategy to accomplish these objectives, and addresses the military capabilities required to execute the strategy. The Chairman develops the NMS by deriving overall security policy guidance from the President's NSS, and through consulting with the other JCS members and combatant commanders. The NMS describes the strategic landscape and includes a discussion of the potential threats and risks. It also provides strategic direction for the development of the JSCP and the JPD.

ENCLOSURE C

STRATEGIC PLANS

1. Purpose. The JSCP provides guidance to the CINCs and Chiefs to accomplish tasks and missions based on current military capabilities. The JSCP serves to integrate the deliberate operation and engagement planning activities of the entire joint planning and execution community with a coherent and focused framework. It provides specific theater planning tasks and objectives, delineates necessary planning assumptions, and apportions resources and forces to CINCs for planning based on military capabilities resulting from completed program and budget actions.

2. Scope. Strategic plans provide the means for the Chairman to promulgate guidance to the CINCs and Chiefs to accomplish their tasks and missions. The JSCP supports and implements the objectives of the NMS through combatant command operations plans (OPLANs), operations plans in concept format (CONPLANs), functional plans (FUNCPLANs), and TEPs. In addition, the JSCP implements the NCA's guidance forwarded in the CPG.

3. Components and Guidance

a. The JSCP tasks the CINCs to develop deliberate plans for contingencies and deterrence. It also tasks CINCs to develop TEPs for peacetime engagement within their regions. The JSCP is a single instruction that covers planning guidance, objectives, tasks, assumptions, and forces. The JSCP tasks the development of all CINC-prepared OPLANs, selected CONPLANs (with or without time-phased force and deployment data (TPFDD)), TEPs, and specifies which plans will be submitted to the Chairman for approval. The remaining CONPLANs and FUNCPLANs are CINC-approved.

b. All tasked plans will conform to applicable domestic and international law, including the Law of Armed Conflict and international agreements binding on the United States.

c. The JSCP provides guidance to the combatant commanders on the strategic objectives and priorities for theater engagement activities, which are intended to shape the theater security environment in peacetime. Geographic combatant commanders, using reference k, use this guidance to develop TEPs. These plans provide CINC intent, priorities, tasks, and resources required to achieve the shaping objectives over the Future Years Defense Plan (FYDP). The combatant commanders may integrate the TEP elements into overall theater strategic plans.

d. The JSCP apportions for planning major combat forces, strategic lift, and pre-positioned assets expected to be available for both Active and Reserve Component forces. The CINCs may incorporate these forces into their associated plans.

e. An intelligence assessment enclosure in the plan addresses global threat environment as well as the probability of selected smaller-scale contingencies in various countries throughout the world.

f. Supplemental instructions are published separately from the JSCP and provide further planning guidance in specified functional areas. The last supplemental instruction listed below is being developed. The supplemental instructions are:

(1) CJCSI 3110.02 (Intelligence)

(a) Establishes intelligence policy guidance and associated goals and objectives in support of the JSCP.

(b) Provides general guidance for combat support agency development of intelligence annexes to theater OPLANs.

(c) Addresses foreign military and terrorist threats to personnel and provides guidance on the assessment of vulnerabilities that impact on force protection.

(d) Provides situational awareness, specific planning guidance, and concept of operations to the combatant commands, Services, and the combat support agencies to support joint military engagement and operations.

(2) CJCSI 3110.03 (Logistics)

(a) Provides logistic planning guidance in support of the planning tasks assigned in the JSCP.

(b) Addresses the assessment of the four pillars of logistics support--materiel, logistics support forces, infrastructure, and lift.

(3) CJCSI 3110.04 (Nuclear). Provides guidance for preparing and coordinating plans for the deployment and employment of nuclear weapons.

(4) CJCSI 3110.05 (Psychological Operations)

(a) Provides national and military psychological operations (PSYOP) objectives and planning guidance to the CINCs and JCS.

(b) Describes the roles of NCA, Office of the Secretary of Defense (OSD), the Chairman, combat support agencies, and CINCs in coordinating and approving DOD-conducted PSYOP.

(5) CJCSI 3110.06 (Special Operations)

(a) Provides objectives and concepts for the employment of special operations forces (SOF).

(b) Describes the responsibilities of other Departments and agencies as they relate to special operations and their support to SOF.

(6) CJCSI 3110.07 (Chemical Warfare; Nuclear, Biological and Chemical Defense; Riot-Control Agents, and Herbicides). Provides guidance to the CINCs for preparing and coordinating plans to conduct nuclear, biological, and chemical (NBC) defense, and use of riot-control agents (RCAs), herbicides, and nonlethal weapons.

(7) CJCSI 3110.08 (Geospatial Information and Services). Provides geospatial information and services (GI&S) planning guidance, amplification of taskings, and assessment of capabilities in support of US and allied military operations. Describes the responsibilities of the combat support agencies in preparation and support of such operations.

(8) CJCSI 3110.09 (Command and Control Warfare (C2W)). Provides guidance and assigns responsibilities for planning and conducting C2W operations. Integrates the use of physical destruction, electronic warfare, military deception, PSYOPS, and operations security in the support of the JSCP taskings.

(9) CJCSI 3110.10 (Command, Control, Communications, and Computer Systems (C4 Systems))

(a) Provides guidance for C4 systems plan annex development for theater OPLANs.

(b) Identifies C4 system resources available for near-term CINC support.

(c) Apportions or allocates military satellite communications (MILSATCOM) resources to the CINCs for deliberate planning.

(10) CJCSI 3110.11 (Mobility)

(a) Provides mobility planning guidance to support JSCP planning tasks.

(b) Provides primary deliberate planning guidance on the use of airlift, sealift, and air refueling assets in support of the JSCP.

(c) Expresses the characteristics and capabilities of individual types of strategic airlift, strategic sealift, and air refueling assets for deliberate planning.

(11) CJCSI 3110.12 (Civil Affairs). Provides guidance and information to the CINCs and JCS for planning and conducting Civil Affairs (CA) operations and CA asset use.

(12) CJCSI 3110.13 (Mobilization). Contains guidance and information concerning the mobilization process.

(13) CJCSI 3110.15 (Special Technical Operations). This instruction is issued separately from other instructions with distribution limited to designated organizations.

(14) CJCSI 3110.16 (Consequence Management). This instruction is being developed and is scheduled to be published the second quarter, FY 2000. It will provides guidance and information to the NCA, interagency, Services, CINCs, and the Joint Staff for planning and conducting consequence management (CM) and the use of CM assets.

ENCLOSURE D

PROGRAMMING ADVICE

1. Purpose. In accordance with reference a, the Chairman has the statutory responsibility to “advise and make recommendations to the Secretary of Defense with respect to the requirements of the combatant commands, individually and collectively, and communicate as appropriate, the requirements of the combatant commands to other elements of the Department of Defense.” Based on strategic planning priorities and objectives outlined in the NMS, the Chairman provides this advice to the SecDef for consideration during the preparation of the Defense Planning Guidance (DPG).

2. Scope. The Chairman develops planning and programming advice that supplements and supports the strategic direction and planning advice to the SecDef. Also, it identifies and recommends priorities for programs to support CINC operational capabilities. The Chairman’s programmatic advice is developed through a number of complementary processes. Each programming component provided throughout the PPBS cycle supports achievement of the objectives of the NMS.

3. Linking Programs and Strategy

a. The JSPS is the primary means by which the Chairman, in consultation with other JCS members, carries out planning and policy responsibilities delegated to him under Title 10. To meet CJCS Title 10 responsibilities, it is important that the strategy, plans, and concepts developed within the JSPS are supported by a programmatic system that identifies, budgets, and acquires the capabilities required.

b. Validation of operational concepts, especially those that affect more than one Service, is the job of strategists, planners, and tacticians. Valid operational concepts and associated capabilities are used by programmers to develop, build, and acquire the equipment, systems, and programs needed to achieve capabilities and execute plans and strategies. Strategy and programs must be constantly reviewed to ensure that:

(1) The adopted strategies need to be supported. Strategies that do not consider technological and fiscal realities or limitations, or fail to take advantage of improvements and breakthroughs, may place the nation at risk. Disconnects between strategy ends and means must be presented to the NCA and brought into balance so that the military’s ability to fight and win our nation’s wars is not compromised.

(2) The DOD budget is finite. Programming is usually a zero sum game. The programs must complement the strategy and plans and can not be funded simply because the capacity exists to fund them. A fixation on programs that do not adequately meet the JROC-validated operational requirements of the joint force may result in shortages elsewhere and a resultant unacceptable level of risk. Reference a, section 181, states that joint requirements and programs must be validated by the JROC, a four star panel consisting of the Vice Chairman of the Joint Chiefs of Staff (VCJCS) and all Service Vice Chiefs. This panel bases its recommendations to the Chairman on interaction with CINCs and the Joint Staff Director-led JWCA teams that perform detailed assessments of programmatic alternatives, tradeoffs, risks, bill-payers, and effectiveness.

(3) Together the JPD, CPR, and CPA comprise the primary vehicles by which the Chairman provides planning and programmatic advice to the SecDef. Combined, they represent the authoritative advice of the Chairman, JCS, and CINCs.

(a) The JPD represents the earliest formal, authoritative planning and broad programmatic advice from the Chairman to the SecDef as OSD begins the process of developing the initial draft of the DPG.

(b) The JPD articulates the Chairman's strategy-based planning, broad programming direction, and priorities while taking into account coordinated inputs from the Services and CINCs.

(c) The Director of Plans and Policy (J-5), Joint Staff, has primary responsibility for orchestrating the preparation of the JPD.

(d) The JPD is one source of potential issues for JROC-directed JWCAs. These assessments provide the analytical foundation for JROC programmatic recommendations to the Chairman for the next year's CPR and DPG.

(4) The CPR provides the specific, personal CJCS advice on programs and alternative budget proposals directly to the SecDef.

(a) The draft CPR recommendations, provided for CJCS consideration, are developed predominantly from JWCA findings and JROC-approved recommendations that are vetted through the CINCs, Services, and Directors of the Joint Staff Directorates (J-Directors).

(b) The SecDef uses the CPR in finalizing the DPG programming guidance provided to the DOD components and agencies. The DPG is usually published on or about 31 March.

(c) The CPR is submitted on or about 1 March. This allows the Chairman to consider the recommendations of the senior DOD military leaders as well as the impact of the President's budget (released on or about 1 February) when finalizing his statutorily required programmatic and budgetary advice to the SecDef.

(5) The CPA provides the CJCS assessment of Service and Defense agency POM compliance with the DPG, and recommends specific alternative program and budget proposals based upon his assessment of current and future joint warfighting requirements to the SecDef.

(a) Like the CPR, the draft CPA recommendations provided for the Chairman's consideration are developed predominantly from JWCA findings, JROC-approved recommendations that are vetted through the CINCs, Services, and J-Directors.

(b) The SecDef uses advice contained in the CPA to resolve the Service and agency programming issues that are published in the SecDef's Program Decision Memorandum (PDM). The PDM directs adjustments to the Service and agency programs.

4. Sources of Planning and Programmatic Advice for the DPG

a. Joint Planning Document

(1) The JPD consists, as a minimum, of a cover letter and several chapters with specific planning and broad programming recommendations for CJCS-approved topics. Program recommendations are for capabilities warranting further programmatic assessments or emphasis. The J-5 Director, in consultation with the J-8 Director, prepares the cover letter which consolidates the planning and broad programmatic advice contained in the chapters and details specific priorities for consideration in the initial development of the DPG. The JPD is forwarded for CJCS approval. Upon approval, the JPD is forwarded to the SecDef under CJCS signature.

(2) The JPD provides the initial, timely, authoritative CJCS planning and broad programming advice to the SecDef for initial preparation of the draft DPG. The JPD informs the DPG writers of the CJCS planning priorities as well as broad programming priorities. As a whole, the JPD:

(a) Reflects the Chairman's planning guidance based on the NMS, JSR, JSCP, and JV.

(b) Strives to identify critical capability shortfalls in meeting the NMS. These capabilities should be defined in clear and concise terms to focus the efforts of the DPG writers.

(c) Emphasizes CJCS priorities.

(3) The JPD is prepared and submitted approximately 6 months in advance of the scheduled publication of the DPG. The JPD is available to the Defense Program Advisory Group (DPAG) during their development of the initial DPG draft and provides initial input from the Chairman and the JCS on broad planning and programming issues.

(4) The format of the JPD chapters is developed annually by the Joint Staff J-5. An annual Director of the Joint Staff memorandum (DJSM) announces the JPD format. This DJSM assigns responsibility for the initial preparation and coordination of the various chapters to designated Joint Staff J-Directors. As a rule, each J-Director who sponsors a JWCA prepares the corresponding or related JPD chapter in coordination with the Services, CINCs, and appropriate Defense agencies. Each chapter addresses the following areas.

(a) Planning Guidance. Outlines the broad range of anticipated missions, environments, operational concepts, and functions to meet NMS objectives.

(b) Challenges. Specific challenges will be outlined based on the strategic environment and will include any associated risk identified by the combatant commands, Services, and Defense agencies.

(c) Required Capabilities. Future capabilities required to meet priorities will be identified based on an assessment of current capabilities and challenges. This assessment will be reviewed against the current NMS or as modified by the JSR.

(d) Priorities. Specific priorities will be outlined as required to meet NMS objectives for the FYDP. These priorities will reflect careful consideration of the CINCs' integrated priorities lists (IPLs) and the Services' acquisition priorities.

(e) CINC and Service Programming Initiatives. Ongoing initiatives will be identified that have been implemented to prepare for anticipated challenges.

(5) The following chapters (see Figure D-1) are typically addressed in the JPD. Topics are recommended by the JPD working group and approved by the Chairman. The actual JPD format is determined annually and announced in the annual tasking letter.

CHAPTER	TITLE	JS LEAD
1	Manpower and Personnel	J-1
2	Joint Readiness	J-3
3	Command and Control	J-6
4	Weapons of Mass Destruction	J-5
5	Intelligence, Surveillance, and Reconnaissance	J-2
6	Information Operations	J-3
7	Strategic Mobility and Sustainability	J-4
8	Theater Engagement-Overseas Presence	J-5
9	Future Capabilities	J-8

Figure D-1. Typical JPD Chapters

b. Chairman's Program Recommendation. The CPR is developed in accordance with reference h. The CPR provides the Chairman's personal programmatic advice to the SecDef. The memorandum is provided prior to publication of the DPG.

(1) The CPR emphasizes specific recommendations that will enhance joint readiness, promote joint doctrine and training, and better satisfy joint warfighting requirements within DOD resource constraints and within acceptable risk levels.

(2) The CPR is developed through the JROC-JWCA process. Most CPR issues are derived from JWCA findings and recommendations that have been vetted through the Joint Requirements Board (JRB) and approved by the JROC.

(3) The JROC-approved CPR draft is vetted personally through each CINC, Service Chief, and J-Director. The Chairman considers the comments from these senior leaders as he personally finalizes his memorandum.

c. Chairman's Program Assessment. The CPA provides the Chairman's personal assessment of the conformance of Service and agency POMs to the priorities established in the DPG, strategic plans, and CINC requirements.

(1) The CJCS' personal advice to the SecDef in the CPA is submitted to impact the PDMs and the budget review.

(2) The CPA is prepared in accordance with reference h, and developed through the JROC-JWCA process. Using a process similar to the production of the draft CPR, most CJCS CPA issues are derived from JWCA findings and recommendations that have been vetted through the JRB and approved by the JROC.

(3) The JROC-approved draft CPA is vetted through each CINC, Service Chief, and J-Director. The Chairman considers the comments from these senior leaders as he personally finalizes this memorandum.

5. Synchronizing Planning and Programming

a. Advice provided through the various JSPS documents helps guide the focus of future processes and provides vision for requirements determination.

(1) The JPD's planning and broad programming advice is developed through the normal staffing process. When completed, it provides the Chairman's advice on strategy and policy issues to be included in the OSD draft DPG.

(2) Reference a, section 181, requires specific CJCS programmatic advice be developed through the JROC process. It is synchronized with the planning and budgeting system so as to provide timely, consistent, and effective advice to the SecDef and assist the Services in the development of their programming documents.

(a) The timing and the development of the CPR and CPA are coordinated with OSD to ensure that the CPR and CPA are completed in time for SecDef to consider the Chairman's advice before finalizing the DPG and PDMs.

(b) The JWCA teams, which work for the JROC, begin their JROC-directed CPR and POM assessments shortly after the DPG is signed each year. The JROC uses various JSPS strategy and planning documents to assist them in prioritizing the JWCA team's programmatically related assessments.

(c) The CPR and POM assessments provide analytically-based programmatic advice to the Chairman. The assessments outline various alternative programmatic solutions to joint warfighting issues. They provide an analysis of the affordability, programmatic trade-offs, and risks associated with each alternative.

b. The SecDef prepares the DPG to establish DOD planning and programmatic priorities. The Chairman uses the JPD and CPR to communicate advice on planning and programming priorities and uses the CPA to assist the SecDef in evaluating the Service POMs.

c. To provide timely, authoritative advice, the Chairman, JCS, Services, CINCs, and Defense agencies provide input throughout the DPG development process through

- (1) Annual submission of CINC IPLs.
- (2) Participation in the development of long-range, strategy-based advice, in JPD recommendations.
- (3) Early submission of JPD chapters to the DPG drafters.
- (4) Timely submission of comments on the draft DPG.
- (5) Comprehensive participation by the CINCs, Services, and Joint Staff Directorates in the JMRR, JROC, and JWCA processes. This includes key leader involvement in JWCA CPR assessment topic recommendations, JWCA assessments, JRB trips, and personal CINC, Service Chief, and J-Director review of the draft CPR.

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ENCLOSURE E

STRATEGIC ASSESSMENTS

1. Purpose. In accordance with reference a, the Chairman performs assessments supporting the development of advice and assistance to the NCA. The Chairman is responsible for:

- a. Assessing the ability of the NMS to achieve national security objectives.
- b. Assessing the ability of the strategic and theater plans to accomplish the NMS.
- c. Assessing the capabilities of the Armed Forces of the United States to accomplish the tasks and requirements of the strategic plans.
- d. Assessing the capabilities of the Armed Forces of the United States and its allies in light of the capabilities of potential adversaries.

2. Scope. The assessments provided in JSPS include

a. The Joint Strategy Review (JSR)

(1) The JSR is a continuous process used to develop strategic military planning advice and assessments. JSR working groups, composed of representatives from the Joint Staff, Services, CINCs, and supported by the Defense agencies, study the strategic environment out to a common planning horizon or specific areas of concern identified by the Chairman.

(2) This analysis provides a basis for changes to the JV and NMS. The JSR provides a strategic framework for CJCS advice to the NCA on critical defense issues. The JSR validates a common set of planning assumptions and provides a common reference point used by other Joint Staff processes such as the JROC and JWCA.

(3) The assumptions and the results of the JSR provide a common thread in the development of future plans and programs. It scrutinizes current strategy, forces, and national policy objectives to assess near-, mid-, and long-term US requirements and objectives.

(4) The JSR provides the primary means for the Chairman, in consultation with the CINCs, Services, and Defense agencies, to analyze strategic concepts and issues relevant to strategy formulation. The JSR process continuously gathers information through an examination of current, emerging, and future issues related to threats, strategic assumptions, opportunities, technologies, organizations, doctrinal concepts, force structures, and military missions. Although it is not the subject of a JSR, the current

strategic picture may serve as a useful point of departure or reference point. The JSR process produces the following documents:

(a) JSR Annual Report. The annual report provides a framework for the CJCS' strategic military advice. It includes an assessment of the strategic environment, national security objectives, and strategic priorities covering a designated mid-term or long-term time frame. It reports anticipated changes in the strategic environment, which are significant enough to warrant senior leader attention. The report highlights the threat assessment and issues from JSR issue papers and their impact on NMS as well as provides the Chairman with findings, options, and recommendations. The CJCS' endorsement of a course of action constitutes guidance to update, rewrite, or retain the current NMS. Alternatively, this report may focus on a narrower strategic topic of salient importance to the Chairman.

(b) JSR Issue Papers. When significant changes or factors in the strategic environment are identified, papers may be presented to the Chairman, Service Chiefs, and CINCs. The papers are used to consider changes to the JV, NMS, JPD, and JSCP. Each paper provides the Chairman, JCS, and CINCs an issue summary, significant changes in the strategic environment, and the impact on the NMS. Issues selected for review will be based on a continuous analysis and assessment of NCA policy guidance, NMS, DPG, CPA, strategic environment, and other sources.

b. JSR Support Responsibilities. The Director, J-5, Joint Staff, is responsible for the JSR process, including administrative guidance, management, and organization. To support a continuous analysis process, the following responsibilities are assigned:

(1) Director, DIA, will

(a) Prepare intelligence assessments and provide strategic planning advice to support the JSPS as well as the development of the NMS, JPD, JSCP, CPA, and any other strategic planning or assessment documents. These worldwide threat assessments serve as a baseline for intelligence planning in the Joint Staff, combatant commands, Services, and Defense agencies. The assessments will be developed in consonance with the DOD Futures Intelligence Program (DODFIP). The DIA-managed DODFIP was created for the purpose of properly assisting in development, coordination, and support of the worldwide threat assessments.

(b) Ensure the threat assessment supports development of plans and assessments such as the JSCP and the Joint Net Assessment (JNA) process and can identify emerging issues that impact on long-term assessments and strategic environments. The JSR is conducted in consonance with the priorities established in Presidential Decision Directive (PDD)-35 and other

documents prepared under the Director of Central Intelligence's (DCI) national intelligence needs process (NINP). The NINP assesses theater and global issues including strategic intelligence reviews and enduring intelligence challenges, or their successors. Issues include, but are not limited to

- 1 Support to military operations.
- 2 Military forces and capabilities.
- 3 Proliferation, particularly of weapons of mass destruction (WMD) and delivery systems.
- 4 Asymmetric approaches to war.
- 5 Science and technology.
- 6 Defense economics associated with industrial infrastructure, foreign transportation and logistics, and other Defense resources.
- 7 Global military, political, technical, cultural, and sociological trends and nature of warfare.
- 8 Regional instability.
- 9 Transnational threats, international organized crime, international organizations, and other nonstate actors.
- 10 Force protection-terrorism.
- 11 Narcotics.
- 12 C4.
- 13 Humanitarian concerns.
- 14 Foreign intelligence and security service activities and collection activities by nongovernmental organizations.

(c) Update the baseline intelligence threat assessment when significant, unanticipated issues and developments emerge. When appropriate, such updates will refer to relevant national intelligence estimates or seek incorporation into defense intelligence products. The updates identify unanticipated emerging issues and developments, serve to maintain the currency and accuracy of the baseline threat

assessment, and provide a fully coordinated worldwide threat baseline intelligence assessment.

(d) Provide technical assistance, as required by the Joint Staff to fully support the Joint Staff J-5's preparation of long-range global strategic environments.

(e) As the lead agent, coordinate with the Joint Staff J-2 and Service intelligence centers to develop a mechanism using the military intelligence board (MIB) process for ensuring intelligence is responsive to the needs of the operational commanders, material acquisition community, and defense policy makers. Collaborate with the combatant commands, Services, Defense agencies, and the Joint Staff directorates during development. The mechanism should identify and couple key consumers' intelligence requirements with joint operational missions and link with the DCI's Needs Process. Managers should use the mechanism to manage the collection, production, dissemination, operations, planning, and programming resources to support intelligence requirements.

(f) Contribute to assessments by providing risk evaluations, plausibility and probability of future operational environments analyses of foreign military and terrorist capabilities. Contribute to assessments of force projections, foreign doctrine, concepts of operations, force balances, and other requisite intelligence inputs.

(2) Director, J-8, will

(a) In collaboration with the combatant commands, Services, and other Joint Staff directorates, develop an estimated force structure that provides joint warfighting capabilities to support proposed changes to the NMS and supports the JNA process.

(b) Prepare JSPS-related documents to support Joint Staff force structure recommendation implementation, including JSCP force apportionment.

(c) Perform and integrate analyses of force structures and postures in support of the CJCS responsibilities to the NCA.

(d) Integrate resource and capability analyses to support the Joint Staff in developing constrained strategies and military options.

(e) Conduct tradeoff analyses between capability effectiveness and alternative resource distributions.

(f) Prepare comparative analyses and net assessments of strategic and nonstrategic nuclear as well as general-purpose forces and weapon systems.

(g) Prepare appropriate military assessments and other assessments as required in support of the JSR.

(h) Serve as the focal point for liaison with the Services in the preparation of force apportionment for the JSCP.

c. The JNA Process. The Chairman will assess current US and allied forces and will compare them with the capabilities of potential adversaries. The JNA process provides the mechanism to assess force strengths and deficiencies in the context of the US ability to meet national security objectives. Strengths and deficiencies are assessed in terms of their effect on strategic plans. This informal process is conducted with the full participation of the CINCs and the Services. The JNA process provides a strategic-level risk assessment and provides the basis for developing risk associated with alternative force structures and strategies.

(1) Scope. The JNA process is a responsive system that collects and synthesizes data from ongoing assessment processes, war games, simulations, and studies to support strategy formulation and plan development. Current and future capabilities are assessed based on projected and prioritized future national military objectives out to the end of the FYDP. The JNA process uses the concept of a risk evaluation force, which is a force structure built on CINC and Service recommendations and designed to have a reasonable assurance of success in accomplishing the full range of military operations that support NMS objectives. The JNA process is supported by the strategic assessments developed in the JSR process and is compared against assumed capabilities of potential adversaries.

(2) Methodology. The JNA process draws from numerous sources that gather enabling analytical data. The process evaluates the future capabilities of potential adversaries against the assumed capabilities of the risk evaluation force structure developed by the Chairman, JCS, and CINCs. The JNA process is conducted in one of two ways:

(a) Quadrennial Assessment. As a minimum, the JNA process develops a net assessment every 4 years. The assessment is based on the risk evaluation force and projects US and allied capabilities available at the end of the FYDP against those capabilities of potential adversaries. The quadrennial assessment is provided to the SecDef and supports the assessment of current strategy and the development of alternative force structures and strategies.

(b) Military Judgment and External Drivers. In case of significant changes in the national security environment, emerging threats, or at the direction of the NCA, the JNA process assesses and compares current force structure capabilities to the capabilities of potential adversaries. This assessment supports the ongoing JSR process and provides the necessary evaluation of US forces' capability to achieve current NMS objectives. It should be noted that JSR and JNA are mutually supportive and JSR is a part of the JNA process, not exclusive from it.

(3) Components of the JNA Process. The JNA process develops an integrated view on the capabilities of the risk evaluation force. This integrated view incorporates common JCS-validated planning assumptions in areas that will effect future capabilities of US forces. These include but are not limited to

(a) Projected missions expected to be performed in the planning period.

(b) Mission priorities and their effect on organization and structure.

(c) Fiscal capabilities and affordable alternatives.

(d) Other assumptions concerning the future strategic environment at the end of the FYDP.

(4) The JNA process draws from ongoing assessments and studies dealing with a wide range of issues and source material. The JNA process synthesizes data from pertinent Joint Staff, Service, and Defense agency activities to provide the most comprehensive assessment of the potential capabilities of both the risk evaluation force and potential adversaries. These sources include

(a) Joint Monthly Readiness Reviews.

(b) CINC risk assessments.

(c) Reviews of current JCS strategic plans.

(d) Studies, front-end analysis, and issue papers.

(e) Joint Warfighting Capabilities Assessments.

(f) JCS and theater war games and simulations.

(5) The JNA results are used in other processes to support the assessment of risks involved with alternative strategies and force structures. The JNA does not result in a separate document, but is a process that collects data to support other strategy development processes. Although this process supports the conduct of a periodic long-term strategy review, it also supports the development of options by evaluating the risk associated with a potential adversary against the capabilities of the current force.

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ENCLOSURE F

REFERENCES

- a. Title 10, United States Code, Armed Forces
- b. CJCSI 3110.01 Series, "Joint Strategic Capabilities Plan FY 98"
- c. National Security Council, October 1998 "National Security Strategy"
- d. Chairman of the Joint Chiefs of Staff, September 1997, "National Military Strategy of the United States"
- e. Secretary of Defense, October, 1998 Contingency Planning Guidance
- f. Chairman of the Joint Chiefs of Staff, July 1996 "Joint Vision 2010"
- g. Joint Staff, Joint Strategy Review - 1997/1998/1999
- h. CJCSI 3137.01A Series, "The Joint Warfighting Capabilities Assessment Process"
- i. CJCSI 5123A Series, "Charter of the Joint Requirements Oversight Council"-1997
- j. Office of the Secretary of Defense, May 1997, "Quadrennial Defense Review"
- k. CJCSM 3113.01 Series, "Theater Engagement Planning"

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GLOSSARY

PART I--ABBREVIATIONS AND ACRONYMS

C2	command and control
C2W	command and control warfare
C4	command, control, communications, and computers
CA	civil affairs
CG	Chairman's Guidance
CJCS	Chairman of the Joint Chiefs of Staff
CINCs	commanders in chief of combatant commands
CINCNOAD	Commander in Chief, North American Aerospace Defense Command
CONPLAN	concept plan
CONUS	continental United States
CPA	Chairman's Program Assessment
CPG	contingency planning guidance
CPR	Chairman's Program Recommendation
CSC	CINCs' Strategic Concept
DCI	Director of Central Intelligence
DIA	Defense Intelligence Agency
DJS	Director, Joint Staff
DJSM	Director of the Joint Staff memorandum
DOD	Department of Defense
DPAG	Defense Program Advisory Group
DPG	Defense Planning Guidance
FUNCPLAN	functional planning
FYDP	Future Years Defense Program
GI&S	Geospatial Information and Services
IPL	integrated priorities list
JCS	Joint Chiefs of Staff
J-Directors	Directors, Joint Staff Directorates
JNA	Joint Net Assessment
JOPEs	Joint Operation Planning and Execution System
JPD	joint planning document
JRB	Joint Requirements Board
JROC	Joint Requirements Oversight Council
JSCP	Joint Strategic Capabilities Plan

JSPS	Joint Strategic Planning System
JSR	Joint Strategy Review
JV	Joint Vision
JWCA	Joint Warfighting Capability Assessment
MIB	Military Intelligence Board
MILSATCOM	military satellite communications
MTW	major theater war
NBC	nuclear, biological, and chemical
NCA	National Command Authorities
NINP	National Intelligence Needs Process
NMS	National Military Strategy
NORAD	North American Aerospace Defense Command
NSS	National Security Strategy
OPLAN	operation plan
OPORD	operation order
OPR	office of primary responsibility
OSD	Office of the Secretary of Defense
PDD	Presidential Decision Directive
PDM	Program Decision Memorandum
POM	Program Objective Memorandum
PPBS	Planning, Programming, and Budgeting System
PSYOP	psychological operations
RCA	riot-control agent
S&T	science and technology
SecDef	Secretary of Defense
SOF	special operations forces
TEP	theater engagement plan
TPFDD	time-phased force and deployment data
US	United States
WMD	weapons of mass destruction

PART II--Terms and Definitions

CINC strategic concept. CINCs will produce a strategic concept that encompasses their vision for the full range of military operations and activities in their theater. For operation plans and concept plans, the CINC strategic concept is the final document produced in step 5 of the concept development phase. For CINC theater engagement plans, the CINC strategic concept conveys the CINC's vision for engagement in the theater and may be included in a theater strategy document. The CINC strategic concept is used as the vehicle to distribute the CINC's decision and planning guidance for accomplishing Joint Strategic Capabilities Plan or other CJCS taskings. Formerly called the concept of operations. Also called CSC.

concept plan. An operation plan in concept format

counterproliferation. Department of Defense activities, across the full range of US efforts to combat proliferation, including diplomacy, arms control, export controls, and intelligence collection and analysis, with particular responsibility for assuring that US forces and interests can be protected should they confront an adversary armed with nuclear, biological and chemical weapons.

crisis. An incident or situation involving a threat to the United States, its territories, citizens, military forces, or vital interests that develops rapidly and creates diplomatic, economic, political, or military situation that commitment of US military forces and resources is contemplated to achieve national security objectives.

deliberate planning. Operation planning as a result of Joint Strategic Capabilities Plan or other tasking directives using JOPES, Volumes I, II, and III procedures.

engagement. All military activities involving other nations intended to shape the theater security environment in peacetime.

flexible deterrent options. A course of action that facilitates early decision by laying out a wide range of interrelated response paths that begin with deterrent options carefully tailored to send the right signal. These options should include limited (primarily active brigade, squadron, and group) military forces, and preplanned requests for economic, diplomatic, and informational actions gauged to particular military actions. Also called FDO.

forces. Service-designated units or equipment used for deliberate planning.

functional plan. Functional plans involve the conduct of military operations in a peacetime or permissive environment. Examples include plans for disaster relief, nation assistance, logistics, communications, surveillance, protection of US citizens, and continuity of operations. Unless specifically directed, no requirement exists to submit these plans to the Joint Staff for review and CJCS approval, but information copies will be submitted to the Joint Staff, J-7, for internal Joint Staff distribution. Also called FUNCPLAN.

integrated time-phased force and deployment data. A single time-phased force and deployment data that combines, deconflicts, and refines the time-phased force and deployment data of two separate, supported CINCs and incorporates the individual CINC's Joint Strategic Capabilities Plan apportioned forces and lift. Conflicts are resolved during development in accordance with Joint Strategic Capabilities Plan planning guidance and apportionment with the Joint Staff as the arbitrator. Integrated time-phased force and deployment data refer to first and second major theater war plans from different theaters. Also called integrated TPFDD.

Joint Requirements Board. Is the council of one and two star officers who consider and prepare issues for JROC consideration. Also called JRB.

Joint Requirements Oversight Council. Is a four-star panel consisting of the Vice Chairman of the Joint Chiefs Staff and Vice Chiefs from all Services. Council bases recommendations to the Chairman of the Joint Chiefs of Staff on interaction with CINCs and the Joint Staff Director-led Joint Warfighter Capabilities Assessment teams that perform detailed assessments of programmatic alternatives, tradeoffs, risks, bill-payers, and effectiveness. Also called JROC.

major theater war. A regional crisis based on a significant threat to vital US interests in a region that warrants the deployment of forces greater than division-wing-battle group combinations. Also called MTW.

mobility. The capability to deploy and sustain in support of the national strategy available combat-ready military forces anywhere in the world, in the quantity and with the speed dictated by strategic requirements.

noncombatant evacuation operations. Operations involving the movement of Department of Defense-sponsored personnel, Department of

State-sponsored personnel, other US Government-sponsored personnel, and US citizens and designated aliens from a threatened geographic area or theater of operations.

operation plan. Any plan for conducting military operations. Plans are prepared by combatant commanders in response to requirements established by the Chairman and by commanders of subordinate commands. Operation plans are prepared in either complete format, as a concept plan (with or without a time-phased force and deployment data, or as a functional plan.

OPLAN. An operations plan for conducting joint operations that can be used as a basis for development of an operations order. An OPLAN identifies the forces and supplies required to execute the CINC's strategic concept and a movement schedule of these resources to the theater of operations. The forces and supplies are identified in time-phased force deployment data files. OPLANs will include all phases of the tasked operation. The plan will be prepared with the appropriate annexes, appendixes, and TPFDD files as described in the JOPES manuals containing planning policies, procedures, and formats. (See operation plan and CONPLAN.)

peace operations. Actions taken by the United Nations, an ad hoc coalition, or United States under the authority of chapter VI or VII of the United Nations Charter to preserve, maintain, or restore the peace. Includes peacekeeping or peace enforcement actions.

peacekeeping. Deployment of neutral military and civilian personnel with the consent of the state(s) involved, and all significant parties to the dispute to assist in preserving or maintaining the peace. Traditionally, noncombat operations are undertaken to monitor and facilitate implementation of an existing truce agreement.

peace enforcement. Actions involving the use of force or the threat of the use of force by the United Nations, an ad hoc coalition, or United States to preserve, maintain, or restore international peace and security or address breaches of the peace or acts of aggression. Such operations do not require the consent of the state(s) involved or of other parties to the conflict.

proliferation. Is the spread of nuclear, biological, or chemical capabilities and their delivery systems.

resources. The forces, materiel, and other assets or capabilities apportioned or allocated to the commander of a combatant command.

small-scale contingency. A regional crisis based on a less compelling national interest or threat than those involved in a major theater war. Missions range from conflict to the lower end of the military operations spectrum.

strategic lift. Air, land, and sea transport assets, including supporting infrastructure, that is designated for deploying forces between theaters or from continental United States to theater, to achieve strategic mobility.

theater engagement plan. Engagement plans reflect CINC's deliberate proactive intent and planned engagement activities that are intended to shape the theater security environment in ways favorable to US interests and theater objectives. The elements of an engagement plan may be included in the overall theater strategic plan. Also called TEP.

theater lift. Air, land, and sea transport assets assigned to a theater CINC for moving forces and cargo within a theater of operations.

weapons of mass destruction. Are the nuclear, biological, or chemical weapons and their delivery systems. Also called WMD.