

# JOINT DOCTRINE Joint Force Employment



## Planning For Joint Operations

J-7 OPERATIONAL PLANS AND INTEROPERABILITY DIRECTORATE

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## PREFACE

This briefing is one of the publications comprising the Joint Doctrine Joint Force Employment Briefing Modules. It has been specifically designed as a definitive briefing guide for joint doctrine presentations and focuses on joint operation planning as a sequential process performed simultaneously at the strategic, operational, and tactical levels of war. Discussion will include the full range of activities including mobilization, deployment, employment, sustainment, and redeployment planning functions. All the material found in the joint doctrine Joint Force Employment Briefing Modules is drawn directly from approved joint doctrine, without interpretation, and may be reproduced and distributed to advance a better understanding of joint warfare and the principles of joint doctrine.

The module is organized into two main sections. The first section contains slides and a briefing script. A briefing slide is depicted on the left hand page along with its accompanying script on the facing page. The particular Joint Doctrine Publication from which the material is drawn is identified as (**Source**) on the briefing script. The second section contains an outline of the briefing script and forms Appendix A.

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## SECTION II

### OUTLINE OF BRIEFING SCRIPT

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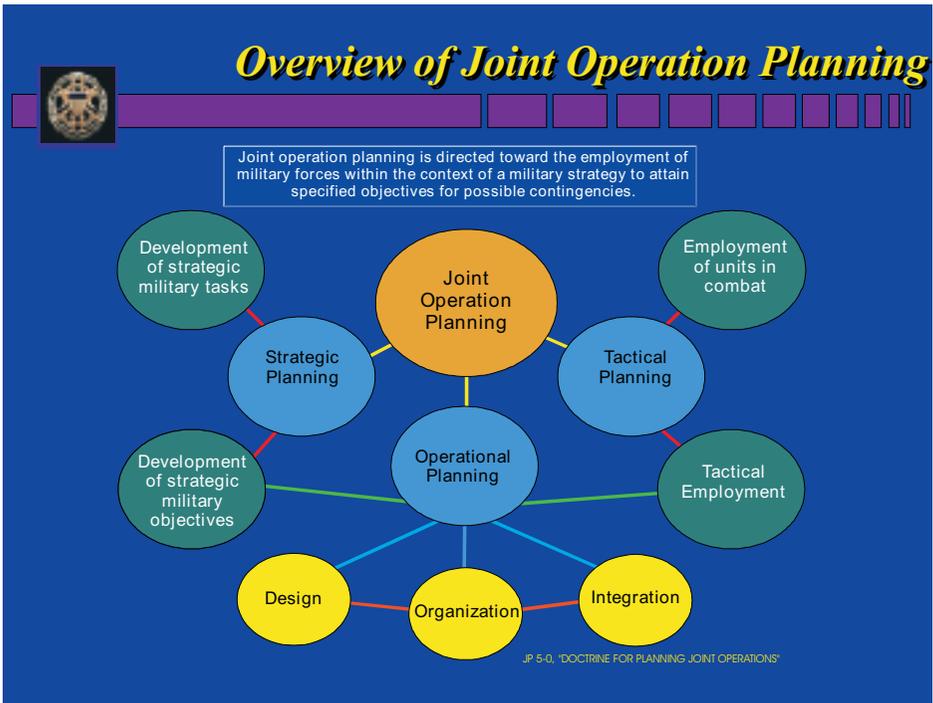
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## Section I

# Joint Operation Planning Briefing Slides and Script

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# JOINT OPERATION PLANNING



**Slide 1. Overview of Joint Operation Planning**

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## Overview of Joint Operation Planning

Today we will be discussing the fundamental principles and doctrine that guide planning by the Armed Forces of the United States in joint or multinational operations. **(JP 5-0, Preface)** Planning for the employment of military forces is an inherent responsibility of command. Planning is performed at every echelon of command, and it is conducted across the range of military operations. **(JP 5-0, Chapter I, para 1)** Joint operation planning is directed toward the employment of military forces within the context of a military strategy to attain specified objectives for possible contingencies. **(JP 5-0, Chapter I, para 2b)**

Joint operation planning involves a sequential process performed simultaneously at the strategic, operational, and tactical levels of war. At the strategic level, this planning involves the development of strategic military objectives and tasks in support of national security strategy. At the operational level, this planning links the tactical employment of forces to strategic objectives. The focus, at this level, is on operational art — the employment of military forces to attain strategic and/or operational objectives through the design, organization, integration, and conduct of strategies, campaigns, major operations, and battles. At the tactical level of planning, tactics is the employment of units in combat. **(JP 5-0, Chapter I, para 2b)**

Joint operation planning is primarily the responsibility of the Chairman of the Joint Chiefs of Staff (CJCS) and the combatant commanders and is conducted within the chain of command that runs from the National Command Authorities (NCA) to the combatant commanders. It includes the preparation of operation plans (OPLANs), operation plans in concept format (CONPLANs), functional plans, campaign plans, and operation orders (OPORDs) by joint force commanders, as well as those joint planning activities that support the development of these plans and orders. **(JP 5-0, Chapter I, para 2b)**

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## *Scope of Joint Operation Planning*



Joint operation planning includes planning for the full range of activities required for conducting joint operations.



JP 5-0, 'DOCTRINE FOR PLANNING JOINT OPERATIONS'

**Slide 2. Scope of Joint Operation Planning**

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## Scope of Joint Operation Planning

Joint operation planning includes planning for the full range of activities required for conducting joint operations. **(JP 5-0, Chapter I, para 3)** These activities include the following:

**Mobilization Planning:** Mobilization planning is assembling and organizing national resources to support national objectives during times of war and for military operations other than war (MOOTW). It includes bringing all or part of the Armed Forces of the United States to the necessary state of readiness to meet the requirements of the specific contingency. Mobilization planning is primarily the responsibility of the Services.

**Deployment Planning:** Deployment planning is the catalyst used to move forces and their sustainment resources from their original locations to a specific operational area to conduct joint operations outlined in a given plan. It involves planning for the continental United States (CONUS), intertheater (strategic), and intratheater movement of forces and the required resources to sustain them. This type of planning is the responsibility of the supported combatant commanders in close coordination with the US Transportation Command.

**Employment Planning:** Employment planning prescribes how to apply force or forces to attain specified military objectives. This planning provides the foundation and determines the scope of mobilization, deployment, sustainment, and redeployment planning. Employment planning concepts are developed by the combatant commanders through their component commands.

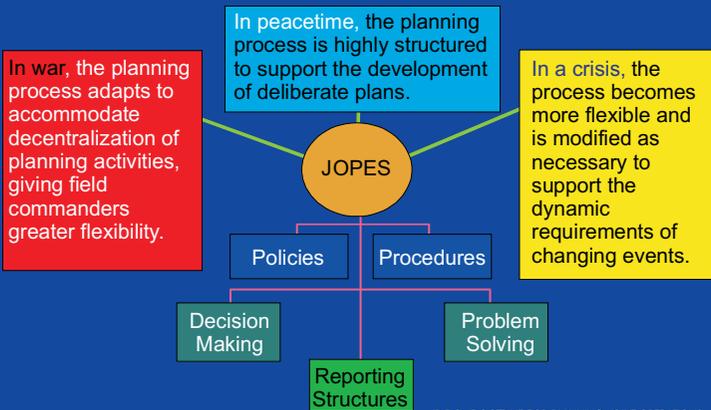
**Sustainment Planning:** Sustainment planning is directed toward providing and maintaining levels of personnel, materiel, and consumables required to sustain the planned levels of combat activity for the estimated duration and at the desired level of intensity. It is the responsibility of the combatant commanders in close coordination with the Services and defense agencies.

**Redeployment Planning:** Redeployment planning is directed toward the transfer of units, individuals, or supplies deployed in one area to another area, or to another location within the area, or to the CONUS for the purpose of further employment. The demobilization of Reserve forces is considered during this type of planning.

## Planning: Planning Concepts



Joint operation planning employs an integrated process entailing similar policies and procedures during war and military operations other than war, providing for orderly and coordinated problem solving and decision making.



Slide 3. Planning Concepts

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## Planning Concepts

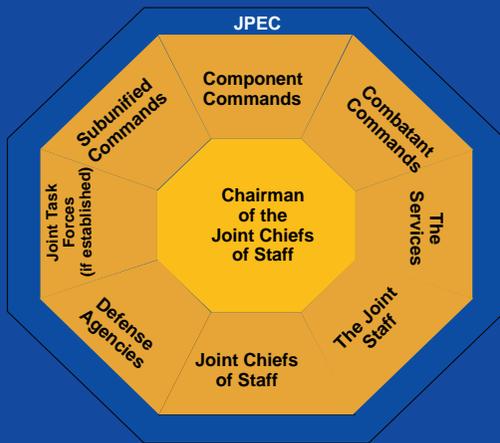
Joint operation planning employs a single integrated process entailing similar policies and procedures during war and MOOTW, providing for orderly and coordinated problem solving and decision making. In its peacetime application, the process is highly structured to support the thorough and fully coordinated development of deliberate plans. In crisis, the process is shortened, as necessary, to support the dynamic requirements of changing events. In wartime, the process adapts to accommodate greater decentralization of joint operation planning activities.

Interoperable planning and execution systems are essential to effective planning for joint operations. The activities of the entire planning community must be integrated through an interoperable joint system that provides for uniform policies, procedures, and reporting structures supported by modern communications and computer systems. The system designed to provide this interoperability is Joint Operation Planning and Execution System (JOPES), and it predominantly guides joint operation planning efforts. **(JP 5-0, Chapter I, para 8)**

# Planning: Joint Planning and Execution Community



The headquarters, commands, and agencies involved in planning the utilization, movement, and maintenance of forces in a theater of war or a theater of operations are collectively termed the Joint Planning and Execution Community (JPEC).



JP 5-0, "DOCTRINE FOR PLANNING JOINT OPERATIONS"

Slide 4. Joint Planning and Execution Community

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## Joint Planning and Execution Community

In conducting joint operation planning, it is important to understand who in the community will be charged with planning and execution. The headquarters, commands, and agencies involved in planning for the mobilization, training, preparation, movement, reception, employment, support, and sustainment of forces assigned or committed to a theater of war or theater of operations are collectively termed the joint planning and execution community (JPEC). The JPEC consists of the Chairman of the Joint Chiefs of Staff and other members of the Joint Chiefs of Staff, the Joint Staff, the Services, the combatant commands and their component commands, subunified commands, joint task forces (JTFs) (if established), and defense agencies. **(JP 5-0, Chapter I, para 18b)**

## Planning: Organizing for Joint Planning



For every operation, the Chairman of the Joint Chiefs of Staff establishes supported and supporting command relationships between combatant commands.



JP 5-0, "DOCTRINE FOR PLANNING JOINT OPERATIONS"

Slide 5. Organizing for Joint Planning

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## Organizing for Joint Planning

Within this planning community, for every operation, supported and supporting command relationships must be established between combatant commands. The Chairman of the Joint Chiefs of Staff establishes supported and supporting command relationships between the combatant commands. The supported commander is the combatant commander having primary responsibility for all aspects of a task assigned by the Joint Strategic Capabilities Plan (JSCP) or other joint operation planning authority. In the context of joint operation planning, this term refers to the commander who prepares OPLANs, campaign plans, or OPORDs in response to CJCS requirements. Supporting commanders provide augmentation forces or other support to a designated supported commander or commanders or develop supporting plans. Such support may include the preparation of plans that support the joint OPLAN of the supported commander. **(JP 5-0, Chapter I, para 19)**

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## *Planning: Joint Strategic Planning System (JSPS)*



The JSPS is the primary means by which the CJCS, in coordination with the other members of the Joint Chiefs of Staff and the combatant commanders, provides military advice to the NCA, and formal input to the Planning, Programming and Budgeting System.



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Slide 6. Joint Strategic Planning System (JSPS)

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## Joint Strategic Planning System

The Joint Strategic Planning System (JSPS) is the primary formal means by which the Chairman of the Joint Chiefs of Staff, in coordination with the other members of the Joint Chiefs of Staff and the combatant commanders, carries out his statutory responsibilities required by title 10 for strategic planning, providing military advice to the NCA, and formal input to the Planning, Programming, and Budgeting System.

The Joint Strategy Review is the central process of the JSPS, and acts as a continuous process that assesses the strategic environment for issues and factors that affect the National Military Strategy (NMS).

Following are the four products of the JSPS.

**National Military Strategy:** The NMS provides the advice of the Chairman, in coordination with the other members of the Joint Chiefs of Staff and the combatant commanders, to the President, the National Security Council, and the Secretary of Defense on the recommended national military strategy and fiscally constrained force structure required to attain national security objectives.

**Joint Planning Document (JPD):** The JPD supports the NMS by providing concise programming priorities, requirements, or advice to the Secretary of Defense for consideration during preparation of the Defense Planning Guidance.

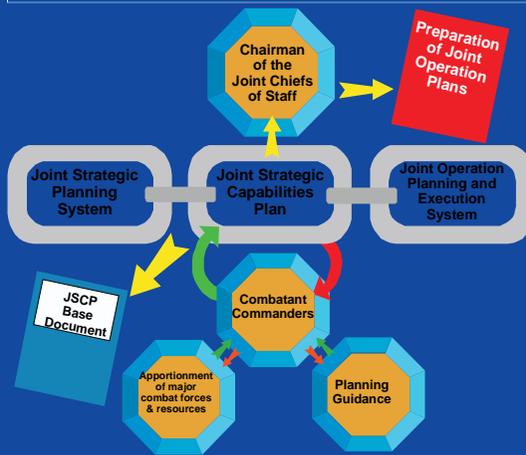
**Joint Strategic Capabilities Plan:** The JSCP provides guidance to the combatant commanders and the Chiefs of the Services to accomplish tasks and missions based on current military capabilities. It apportions resources to combatant commanders, based on military capabilities resulting from completed program and budget actions.

**Chairman's Program Assessment (CPA):** The CPA assists the Chairman of the Joint Chiefs of Staff in fulfilling his responsibility to provide advice to the Secretary of Defense on how well the Program Objective Memorandums conform to established priorities. (**JP 5-0, Chapter II, para 5**)

# Planning: Joint Strategic Capabilities Plan (JSCP)



The Joint Strategic Capabilities Plan provides the strategic direction required to coordinate the planning efforts of the combatant commanders and to integrate their efforts with those of the remainder of the Joint Planning and Execution Community (JPEC)



JP 5-0, "DOCTRINE FOR PLANNING JOINT OPERATIONS"

Slide 7. Joint Strategic Capabilities Plan (JSCP)

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## Joint Strategic Capabilities Plan

The JSCP provides the strategic direction required to coordinate the planning efforts of the combatant commanders in pursuit of national strategic objectives and to integrate their efforts with those of the remainder of the JPEC. The JSCP is the link between strategic planning accomplished through JSPS and joint operation planning conducted through JOPEs. Therefore, it is the primary vehicle through which the Chairman of the Joint Chiefs of Staff exercises his responsibility to provide for preparation of joint OPLANs. The JSCP initiates deliberate joint operation planning by assigning planning tasks to the combatant commanders, apportioning major combat forces and resources, and issuing planning guidance to integrate the joint operation planning activities of the entire JPEC within a coherent, focused framework. The JSCP base document provides a summary of the current NMS for deterrence and war and a statement of general strategic taskings to combatant commanders, planning guidance to the combatant commanders, the Services, and Combat Support Agencies, a list of major combat forces, Service- and force-unique information, and an intelligence estimate for planning. **(JP 5-0, Chapter II, Section C)**

## Planning: Multinational Planning



The term multinational operations describes joint military actions conducted by forces of two or more nations. Planning for such operations is accomplished through national and international channels, and collective security goals, strategies and treaties are taken into consideration in each phase of the planning procedure.

**Strategic Integration**  
A hierarchical organization of bilateral or multilateral bodies is established to define objectives and strategy

**Theater Integration**  
Joint operation planning is integrated with alliance or coalition planning at the theater level by the commander of US forces

**Bilateral Planning**  
Involves the preparation of combined, mutually developed and approved plans governing the employment of the forces of two nations for a common contingency

OBJECTIVE

JP 5-0, "DOCTRINE FOR PLANNING JOINT OPERATIONS"

Slide 8. Multinational Planning

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## Multinational Planning

Since collective security is a strategic goal of the United States, joint operation planning will frequently be accomplished within the context of treaty or alliance operation planning for multinational operations.

Multinational operations is a collective term to describe military actions conducted by forces of two or more nations. Planning for multinational operations is accomplished in national and international channels. Collective security goals, strategies, and combined OPLANS are developed in accordance with individual treaty or alliance procedures. Deliberate joint operation planning for multinational operations is performed through national channels in accordance with US doctrine and procedures. Since there is no single doctrine for multinational action, each alliance or coalition develops its own protocols and operation plans for multinational planning. Therefore, US planning for these operations must accommodate and complement the requirements of the Nation's collective security arrangements.

There are three main factors in planning for multinational operations:

**Strategic integration** is developed when a hierarchical organization of bilateral or multilateral bodies is established to define objectives and strategy and to coordinate strategic direction for planning and executing multinational operations.

**Theater integration** occurs when joint operation planning is integrated with alliance or coalition planning at the theater or operational level by the commander of US national forces dedicated to the alliance or coalition military organization.

**Bilateral planning** involves the preparation of combined, mutually developed and approved plans governing the employment of the forces of two nations for a common contingency. **(JP 5-0, Chapter II, Section G)**

## Planning: Joint Operation Planning and Execution System



JOPES is the principal system within the Department of Defense for translating policy decisions into operation plans. It provides the means to respond to emerging crisis situations or transition to war through rapid, coordinated execution planning and implementation.



Slide 9. Joint Operation Planning and Execution System

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## Joint Operation Planning and Execution System

Whether it be dealing with national or multinational planning, Joint Operation Planning and JOPES is the principal system within the Department of Defense for translating policy decisions into OPLANS. It provides the means to respond to emerging crisis situations or transition to war through rapid, coordinated execution planning and implementation. **(JP 5-0, Chapter III, para 3)** To achieve this it uses a set of command and control techniques and processes, supported by computerized information systems.

The following are JOPES" five basic planning functions:

**Threat Identification and Assessment:** This function involves detecting actual and potential threats to national security, alerting decision makers, and then determining threat capabilities and intentions.

**Strategy Determination:** This function furnishes direction from the national level for developing courses of action (COAs). It assists the NCA and the CJCS in formulating appropriate options to counter the threat.

**Course of Action Development:** COA development support includes JOPES functions that help the supported commander's staff develop and test alternative COAs based on NCA and/or CJCS task assignments, guidance, and force and resource allocation.

**Detailed Planning:** This function supports preparation of the approved concept of operations for implementation.

**Implementation:** This function gives decision makers the tools to monitor, analyze, and manage plan execution. Planning is a cyclic process that continues throughout implementation. **(JP 5-0, Chapter I, para 21)**

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## *Planning: Types of Planning Processes*



Joint operation plans are proposed under different processes depending on the focus of a specific plan. They are labeled as follows:



JP 5-0, "DOCTRINE FOR PLANNING JOINT OPERATIONS"

Slide 10. Types of Planning Processes

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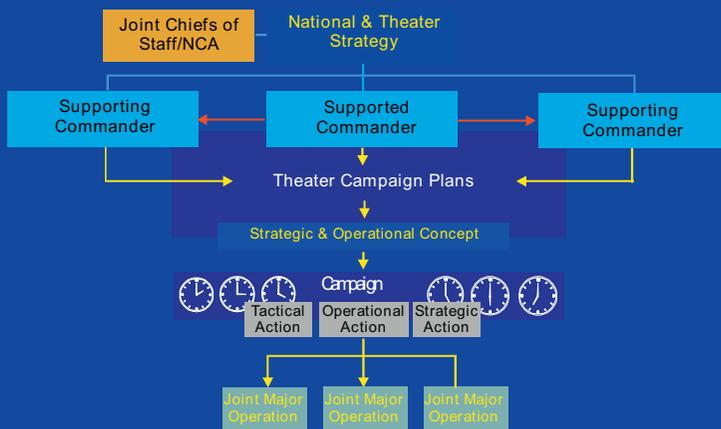
## **Types of Planning Processes**

Joint operation plans are proposed under different processes depending on the focus of a specific plan. They are labeled campaign, deliberate, or crisis action planning and they are all interrelated, using the same fundamental principles. **(JP 5-0, Chapter I, para 12)**

## Planning: Campaign Planning



Campaign plans guide the development of supporting operation plans or orders and facilitate national levels of coordination of strategic priorities and resources allocation. These plans are the operational extension of theater strategy and encompass both deliberate and crisis action planning.



JP 5-0, "DOCTRINE FOR PLANNING JOINT OPERATIONS"

Slide 11. Campaign Planning

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## Campaign Planning

The first type of planning process we will discuss is campaign planning. Combatant commanders translate national and theater strategy into strategic and operational concepts through the development of theater campaign plans. The campaign plan embodies the combatant commander's strategic vision of the arrangement of related operations necessary to attain theater strategic objectives. Campaign plans guide the development of supporting operation plans or orders and facilitate national levels of coordination of strategic priorities and resource allocation. These plans are the operational extension of theater strategy and they encompass both deliberate and crisis action planning (CAP) processes. If the scope of contemplated operations requires it, campaign planning begins with or during deliberate planning. **(JP 5-0, Chapter I, para 12a)**

Preparation of a campaign plan is appropriate when contemplated military operations exceed the scope of a single major operation. Campaign planning is conducted during both deliberate and CAP.

A campaign is a series of related joint major operations that arrange tactical, operational, and strategic actions to accomplish strategic and operational objectives within a given time and space. It orients on the enemy's centers of gravity; achieves simultaneous and synchronized employment of all available land, sea, air, space-based assets, and special operations forces; clearly defines an end state that constitutes success, failure, mission termination, or exit strategy; and serves as the basis for subordinate planning.

Campaign plans are the operational extension of a combatant commander's theater strategy. They translate strategic concepts into unified plans for military action by specifying how operations, logistics, and time will be used to attain theater strategic objectives. Campaign planning is a primary means by which combatant commanders arrange for strategic unity of effort and through which they guide the planning of joint operations within their theater. In addition, by means of a campaign plan, combatant commanders give the NCA and the Chairman of the Joint Chiefs of Staff information needed for intertheater coordination at the national level.

Theater campaigns are conducted by joint forces. They may follow more than one line of operation. Theater campaigns synthesize mobilization, deployment, employment, sustainment, and their subordinate operations or campaigns into a coherent whole. Subordinate campaign plans can be created by JTFs or subunified commands if required. All other planning is for operations supporting the campaign. Campaign planning has its greatest application in the conduct of combat operations, but can also be used in situations other than war.

Campaign plans guide the development of supporting OPLANs or OPORDs and facilitate national-level coordination of strategic priorities and resource allocations. Tasking for strategic requirements or major contingencies may require the preparation of several alternative plans for the same requirement using different sets of forces and resources to

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preserve flexibility. For these reasons, campaign plans are based on reasonable assumptions and are not normally completed until after the NCA selects the COA during CAP. Deliberate plans may include elements of campaign planning, however these elements will have to be updated as in any deliberate plan used at execution. **(JP 5-0, Chapter II, Section F)**

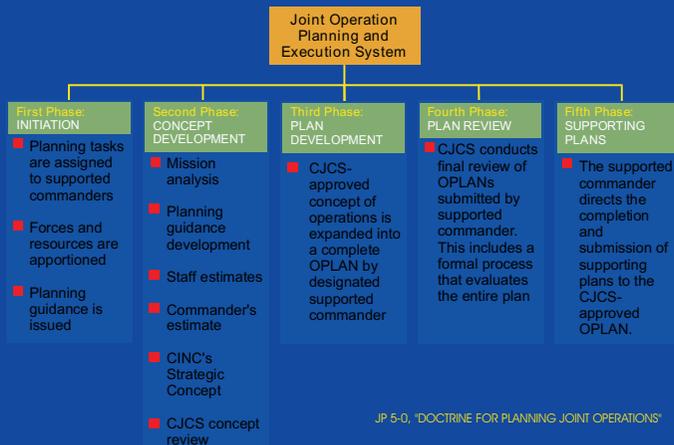
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# Planning: Deliberate Planning



Deliberate planning is conducted primarily in peacetime and prepares for possible contingencies based upon the best available information, using forces and resources apportioned for deliberate planning. These plans rely on assumptions regarding political and military circumstances that are likely to exist upon implementation of the plan.



Slide 12. Deliberate Planning

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## Deliberate Planning

Deliberate planning prepares for a possible contingency based upon the best available information and using forces and resources apportioned for deliberate planning. This planning is conducted primarily in peacetime and relies on assumptions regarding political and military circumstances that will exist upon implementation. It is a highly structured process that develops fully coordinated, complex planning for all contingencies and the transition to and from war. Deliberate planning is accomplished in five phases based on the Chairman of the Joint Chiefs of Staff's JOPES policies and guidance. **(JP 5-0, Chapter I, para 12b)**

The first phase is **initiation**. During initiation, planning tasks are assigned to supported commanders, forces and resources are apportioned, and planning guidance is issued.

The second phase is **concept development**. This phase follows six steps: **mission analysis, planning guidance development, staff estimates, commander's estimate, CINC's Strategic Concept, and CJCS review**.

The third phase is **plan development**. A CJCS-approved concept of operations is expanded into a complete OPLAN during this phase by a designated supported commander.

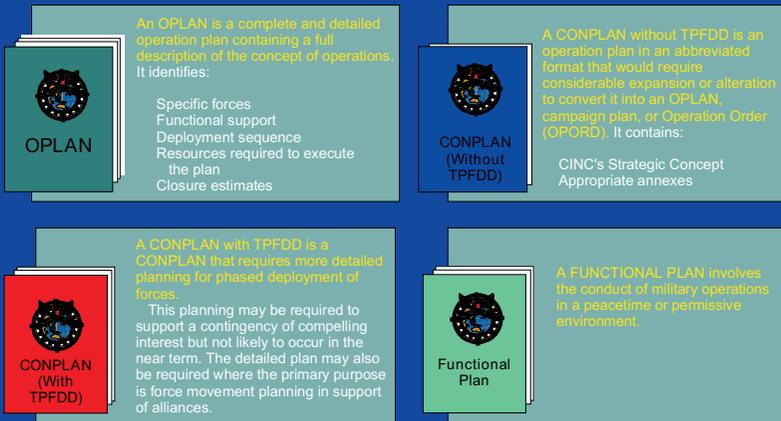
The fourth phase is **plan review**. In this phase, the Chairman of the Joint Chiefs of Staff conducts a final review of OPLANs submitted by the supported commander. The plan review includes a formal process that evaluates the entire plan.

The fifth and final phase is **supporting plans**. During this phase the supported commander directs the completion and submission of supporting plans to the CJCS-approved OPLAN. These plans focus on the mobilization, deployment, employment, sustainment, and redeployment of forces and resources. **(JP 5-0, Chapter III, para 6)**

## Planning: Types of Deliberate Plans



Deliberate plans are prepared under joint procedures and in prescribed formats as either an Operation Plan (OPLAN), Operation Plan in Concept Format (CONPLAN) with or without Time-Phased Force and Deployment Data (TPFDD), or functional plan.



JP 5-0, "DOCTRINE FOR PLANNING JOINT OPERATIONS"

Slide 13. Types of Deliberate Plans

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## Types of Deliberate Plans

There are several types of deliberate plans that are prepared under joint procedures and in prescribed formats as either an OPLAN, CONPLAN with or without time-phased force and deployment data (TPFDD), or functional plan.

An **OPLAN** is a complete and detailed operation plan containing a full description of the concept of operations. It identifies the specific forces, functional support, deployment sequence, and resources required to execute the plan and provides closure estimates for their movement into the theater.

A **CONPLAN without TPFDD** is an operation plan in an abbreviated format that would require considerable expansion or alteration to convert it into an OPLAN, campaign plan, or OPORD. It contains the CINC's Strategic Concept and appropriate annexes.

A **CONPLAN with TPFDD** is a CONPLAN that requires more detailed planning for phased deployment of forces. Detailed planning may be required to support a contingency of compelling interest and critical to national security but is not likely to occur in the near term. It may also be required where the primary purpose is force movement planning in support of alliances.

A **functional plan** involves the conduct of military operations in a peacetime or permissive environment. These plans are traditionally developed for specific functions or discrete tasks, such as nuclear weapons recovery or evacuation, logistics or communications, but may be developed to address functional peacetime operations such as disaster relief or humanitarian assistance. (**JP 5-0, Chapter I, para 13a**)

## Planning: Crisis Action Planning



Crisis Action Planning is based on current events and conducted in time-sensitive situations and emergencies using assigned, attached, and allocated forces and resources. This type of planning is based on actual rather than theoretical situations and parallels deliberate planning, but is more flexible and responsive to changing events.



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Slide 14. Crisis Action Planning

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## Crisis Action Planning

The third category of joint operation planning is called CAP and is based on current events and conducted in time-sensitive situations and emergencies using assigned, attached, and allocated forces and resources. It is based on actual circumstances that exist at the time planning occurs. CAP parallels deliberate planning, but is more flexible and responsive to changing events. (JP 5-0, Chapter I, para 12c)

The products of the CAP process are campaign plans and OPORDs. CAP occurs in a six-phased process:

**Situation Development:** During this initial phase of CAP, events that have potential national security implications are detected, reported, and assessed to determine whether a military response may be required.

**Crisis Assessment:** During this phase, the NCA, the Chairman, and the other members of the Joint Chiefs of Staff analyze the situation through available intelligence and determine whether a military option should be prepared.

**Course of Action Development:** The COA phase implements an NCA decision or CJCS planning directive to develop military options. In response to that decision, the Chairman of the Joint Chiefs of Staff issues a planning guidance directive to the supported commander directing the preparation of COAs. In response to the directive, the supported commander, with the support of subordinate and supporting commanders, develops and analyzes COAs. The supported commander analyzes the COAs and submits his recommendations to the NCA and the Chairman of the Joint Chiefs of Staff.

**Course of Action Selection:** The focus of the COA selection phase is on the selection of a COA by the NCA and the initiation of execution planning. The Chairman of the Joint Chiefs of Staff, with other members of the Joint Chiefs of Staff, reviews and evaluates the COAs provided in the supported commander's estimate and prepares recommendations and advice for consideration by the NCA.

**Execution Planning:** An NCA-approved COA is transformed into an OPORD during the execution planning phase of CAP. In this phase, the JPEC performs the detailed planning necessary to execute the approved COA when directed by the NCA. If required by the situation, the supported commander will initiate campaign planning or refine a campaign plan already in development. This should guide the development of the OPORD. Actual forces, sustainment, and strategic mobility resources are identified and the concept of operations is described in OPORD format. OPORDs are prepared under joint procedures in prescribed formats during CAP. They are in the form of a directive issued by a commander to subordinate commanders for the purpose of effecting the coordinated execution of an operation.

**Execution:** The execution phase begins when the NCA decide to execute a military option in response to the crisis. A military response is then implemented and operations are conducted by the supported commander until the crisis is resolved. (JP 5-0, Chapter III, para 9)



## Planning: Forces and Resources for Planning

These are the three categories used to define the availability of forces and resources for planning and conducting joint operations.

1. Assigned forces and resources or those placed under combatant command of a CINC by the Secretary of Defense in his "Forces for Unified Commands" memorandum, during normal peacetime.



2. Apportioned forces and resources, those made available for deliberate planning as of a certain date. These forces are apportioned by the JSCP for use in developing deliberate plans and may be more or less than the forces actually allocated for execution planning.



3. Allocated forces and resources are those provided by the NCA for execution planning or implementation accomplished through procedures established for crisis action planning.



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Slide 15. Forces and Resources for Planning

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## **Forces and Resources for Planning**

The three categories used to define the availability of forces and resources for planning and conducting joint operations are termed assigned, apportioned, and allocated.

**Assigned** forces and resources are those placed under combatant command (command authority) of a unified commander by the Secretary of Defense in his “Forces for Unified Commands” memorandum, during normal peacetime.

**Apportioned** forces and resources are those made available for deliberate planning as of a certain date. They are apportioned by the JSCP for use in developing deliberate plans and may be more or less than the forces actually allocated for execution planning.

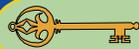
**Allocated** forces and resources are those provided by the NCA for execution planning or implementation accomplished through procedures established for CAP. During actual implementation, allocated augmenting forces become assigned or attached forces when they are transferred or attached to the receiving combatant commander. **(JP 5-0, Chapter I, para 14)**

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## *Planning:* **Key Employment Planning Concepts**



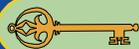
To facilitate coordination of strategic priorities, deliberate and crisis action plans should contain key employment planning concepts that enhance understanding of the combatant commander's strategic vision and the sequence of operations needed to attain the commander's theater objectives. Plans should incorporate the following key concepts of joint operation planning doctrine:



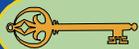
Combatant commander's strategic intent and operational focus



Orientation on the strategic and operational centers of gravity of the threat



Protection of friendly strategic and operational centers of gravity



Phasing of operations to include commander's intent for each phase

JP 5-0, 'DOCTRINE FOR PLANNING JOINT OPERATIONS'

**Slide 16. Key Employment Planning Concepts**

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## **Key Employment Planning Concepts**

To facilitate coordination of strategic priorities, deliberate and crisis action plans should contain key employment planning concepts that enhance understanding of the combatant commander's strategic vision and the sequence of operations needed to attain the commander's theater objectives. **(JP 5-0, Chapter II, para 17)**

Plans should incorporate the following key concepts of joint operation planning doctrine.

- Combatant commander's strategic intent and operational focus
- Orientation on the strategic and operational centers of gravity of the threat
- Protection of friendly strategic and operational centers of gravity
- Phasing of operations (such as prehostilities, lodgment, decisive combat and stabilization, follow through, and post hostilities), to include the commander's intent for each phase.

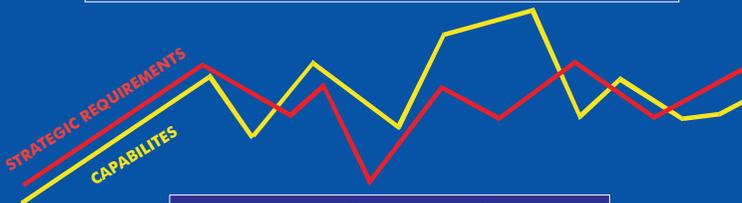
**(JP 5-0, Chapter II, Figure II-4)**

Due to the nature of the threat in some plans, all of these concepts may not be applicable. However, where possible, these concepts should be considered and identified in the plan.

## Planning: Assessment



Joint operation planning plays a vital role in assessing national warfighting capabilities and programming improvement. Joint operation plans are a measurement of the Nation's ability to successfully prosecute the national military strategy within the constraints of available forces and resources.



### Assessment provides a means of:

- Measuring the balance between strategy and Capabilities
- Determining risks
- Focusing the acquisition of additional resources and capabilities

Assessments derived through joint operations planning provide insight into the strengths and deficiencies of the Nation's existing military capabilities

JP 5-0, "DOCTRINE FOR PLANNING JOINT OPERATIONS"

Slide 17. Assessment

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## Assessment

Joint operation planning plays a vital role in assessing national warfighting capabilities and programming improvement. Joint OPLANs are a measurement of the nation's ability to successfully prosecute the NMS within the constraints of available forces and resources. This measurement provides a means of assessing the balance between strategy and capabilities, determining risks, and focusing the acquisition of additional resources and capabilities. Assessments derived through joint operation planning provides insight into the strengths and deficiencies of the Nation's existing military capabilities. **(JP 5-0, Chapter IV)**

## Planning: Conclusion



We have discussed responsibilities of planning for joint operations. We have covered doctrine, principles, and concepts that govern considerations for a full range of planning activities.

● The scope and organization of joint operations

● Three types of planning

● Key planning concepts of joint operations

● JOPES and its five basic planning functions

● A full range of activities for conducting joint operations

● Types of forces and resources needed for planning

● Elements of the Joint Strategic Planning System

● Requirements of planning

● The purpose of the Joint Strategic Capabilities Plan

● Assessment derived through joint operation planning

● Multinational Planning

JP 5-0, "DOCTRINE FOR PLANNING JOINT OPERATIONS"

### Slide 18. Conclusion

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## **Conclusion**

The goal of this presentation today has been to provide an overview of joint operation planning. We have discussed many concepts included in the responsibilities of planning for joint operations. Those include: the doctrine, principles, and concepts that govern considerations for a full range of joint operation planning activities; the development and execution of joint OPLANs, campaign plans, and OPORDs; an overview of JOPES; a profile of the joint operation planning community; and the use of joint operation planning to support the function of capability assessment.

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## APPENDIX A

### Section II Joint Operation Planning Outline of Briefing Script

## Joint Operation Planning Outline of Briefing Script

### I. Overview of Joint Operation Planning

A. Planning for the employment of military forces is an inherent responsibility of command.

1. Planning is performed at every echelon of command, and it is conducted across the range of military operations. **(JP 5-0, Chapter I, para 1)**
2. Joint operation planning is directed toward the employment of military forces within the context of a military strategy to attain specified objectives for possible contingencies. **(JP 5-0, Chapter I, para 2b)**

B. Joint operation planning involves a sequential process performed simultaneously at the strategic, operational, and tactical levels of war.

1. At the strategic level, this planning involves the development of strategic military objectives and tasks in support of national security strategy.
2. At the operational level, this planning links the tactical employment of forces to strategic objectives. The focus, at this level, is on operational art — the employment of military forces to attain strategic and/or operational objectives through the design, organization, integration, and conduct of strategies, campaigns, major operations, and battles.
3. At the tactical level of planning, tactics is the employment of units in combat. **(JP 5-0, Chapter I, para 2b)**

C. Joint operation planning is primarily the responsibility of the Chairman of the Joint Chiefs of Staff and the combatant commanders and is conducted within the chain of command that runs from the National Command Authorities (NCA) to the combatant commanders.

1. It includes the preparation of OPLANs, CONPLANs, functional plans, campaign plans, and OPORDs by JFCs, as well as those joint planning activities that support the development of these plans and orders. **(JP 5-0, Chapter I, para 2b)**

**II. Scope of Joint Operation Planning.** Joint operation planning includes planning for the full range of activities required for conducting joint operations. **(JP 5-0, Chapter I, para 3)** These activities include the following:

A. **Mobilization Planning.**

1. Mobilization planning is assembling and organizing national resources to support national objectives during times of war and for military operations other than war (MOOTW).
2. It includes bringing all or part of the Armed Forces of the United States to the necessary state of readiness to meet the requirements of the specific contingency. Mobilization planning is primarily the responsibility of the Services.

#### **B. Deployment Planning**

1. Deployment planning is the catalyst used to move forces and their sustainment resources from their original locations to a specific operational area to conduct joint operations outlined in a given plan.
2. It involves planning for the CONUS, intertheater (strategic), and intratheater movement of forces and the required resources to sustain them. This type of planning is the responsibility of the supported combatant commanders in close coordination with the US Transportation Command.

#### **C. Employment Planning**

1. Employment planning prescribes how to apply force or forces to attain specified military objectives.
2. This planning provides the foundation and determines the scope of mobilization, deployment, sustainment, and redeployment planning. Employment planning concepts are developed by the combatant commanders through their component commands.

#### **D. Sustainment Planning**

1. Sustainment planning is directed toward providing and maintaining levels of personnel, materiel, and consumables required to sustain the planned levels of combat activity for the estimated duration and at the desired level of intensity.
2. It is the responsibility of the combatant commanders in close coordination with the Services and defense agencies.

#### **E. Redeployment Planning**

1. Redeployment planning is directed toward the transfer of units, individuals, or supplies deployed in one area to another area, or to another location within the area, or to CONUS for the purpose of further employment.
2. The demobilization of Reserve forces is considered during this type of planning.

### III. Planning Concepts

A. Joint operation planning employs a single integrated process entailing similar policies and procedures during war and MOOTW, providing for orderly and coordinated problem solving and decision making.

1. In its peacetime application, the process is highly structured to support the thorough and fully coordinated development of deliberate plans.
2. In crisis, the process is shortened, as necessary, to support the dynamic requirements of changing events. In wartime, the process adapts to accommodate greater decentralization of joint operation planning activities.

B. Interoperable planning and execution systems are essential to effective planning for joint operations.

1. The activities of the entire planning community must be integrated through an interoperable joint system that provides for uniform policies, procedures, and reporting structures supported by modern communications and computer systems.
2. The system designed to provide this interoperability is JOPES, and it predominantly guides joint operation planning efforts. **(JP 5-0, Chapter I, para 8)**

### IV. Joint Planning and Execution Community

A. In conducting joint operation planning, it is important to understand who in the community will be charged with planning and execution.

1. The headquarters, commands, and agencies involved in planning for the mobilization, training, preparation, movement, reception, employment, support, and sustainment of forces assigned or committed to a theater of war or theater of operations are collectively termed the joint planning and execution community (JPEC).
2. The JPEC consists of the Chairman of the Joint Chiefs of Staff and other members of the Joint Chiefs of Staff, the Joint Staff, the Services, the combatant commands and their component commands, subunified commands, joint task forces (JTFs) (if established), and defense agencies. **(JP 5-0, Chapter I, para 18b)**

### V. Organizing for Joint Planning

A. Within this planning community, for every operation, supported and supporting command relationships must be established between combatant commands.

1. The Chairman of the Joint Chiefs of Staff establishes supported and supporting

command relationships between the combatant commands.

2. The supported commander is the combatant commander having primary responsibility for all aspects of a task assigned by the Joint Strategic Capabilities Plan (JSCP) or other joint operation planning authority.
3. In the context of joint operation planning, this term refers to the commander who prepares OPLANs, campaign plans, or OPORDs in response to CJCS requirements.
4. Supporting commanders provide augmentation forces or other support to a designated supported commander or commanders or develop supporting plans. Such support may include the preparation of plans that support the joint OPLAN of the supported commander. **(JP 5-0, Chapter I, para 19)**

**VI. Joint Strategic Planning System.** The Joint Strategic Planning System (JSPS) is the primary formal means by which the Chairman of the Joint Chiefs of Staff, in coordination with the other members of the Joint Chiefs of Staff and the combatant commanders, carries out his statutory responsibilities required by title 10 for strategic planning, providing military advice to the NCA, and formal input to the Planning, Programming, and Budgeting System.

A. The Joint Strategy Review is the central process of the JSPS, and acts as a continuous process that assesses the strategic environment for issues and factors that affect the National Military Strategy (NMS).

B. Following are the four products of the JSPS:

1. **National Military Strategy:** The NMS provides the advice of the Chairman, in coordination with the other members of the Joint Chiefs of Staff and the combatant commanders, to the President, the National Security Council, and the Secretary of Defense on the recommended national military strategy and fiscally constrained force structure required to attain national security objectives.
2. **Joint Planning Document (JPD):** The JPD supports the NMS by providing concise programming priorities, requirements, or advice to the Secretary of Defense for consideration during preparation of the Defense Planning Guidance.
3. **Joint Strategic Capabilities Plan:** The JSCP provides guidance to the combatant commanders and the Chiefs of the Services to accomplish tasks and missions based on current military capabilities. It apportions resources to combatant commanders, based on military capabilities resulting from completed program and budget actions.
4. **Chairman's Program Assessment (CPA):** The CPA assists the Chairman of the Joint Chiefs of Staff in fulfilling his responsibility to provide advice to

the Secretary of Defense on how well the Program Objective Memorandums conform to established priorities. (**JP 5-0, Chapter II, para 5**)

### **VII. Joint Strategic Capabilities Plan**

A. The JSCP provides the strategic direction required to coordinate the planning efforts of the combatant commanders in pursuit of national strategic objectives and to integrate their efforts with those of the remainder of the JPEC.

1. The JSCP is the link between strategic planning accomplished through JSPS and joint operation planning conducted through JOPEs. Therefore, it is the primary vehicle through which the Chairman of the Joint Chiefs of Staff exercises his responsibility to provide for preparation of joint OPLANs.
2. The JSCP initiates deliberate joint operation planning by assigning planning tasks to the combatant commanders, apportioning major combat forces and resources, and issuing planning guidance to integrate the joint operation planning activities of the entire JPEC within a coherent, focused framework.
3. The JSCP base document provides a summary of the current NMS for deterrence and war and a statement of general strategic taskings to combatant commanders, planning guidance to the combatant commanders, the Services, and Combat Support Agencies, a list of major combat forces, Service- and force-unique information, and an intelligence estimate for planning. (**JP 5-0, Chapter II, Section C**)

**VIII. Multinational Planning.** Since collective security is a strategic goal of the United States, joint operation planning will frequently be accomplished within the context of treaty or alliance operation planning for multinational operations.

A. Multinational operations is a collective term to describe military actions conducted by forces of two or more nations.

1. Planning for multinational operations is accomplished in national and international channels.
2. Collective security goals, strategies, and combined OPLANs are developed in accordance with individual treaty or alliance procedures.
3. Deliberate joint operation planning for multinational operations is performed through national channels in accordance with US doctrine and procedures.
4. Since there is no single doctrine for multinational action, each alliance or coalition develops its own protocols and operation plans for multinational planning. Therefore, US planning for these operations must accommodate and complement the requirements of the Nation's collective security arrangements.

B. There are three main factors in planning for multinational operations:

1. **Strategic integration** is developed when a hierarchical organization of bilateral or multilateral bodies is established to define objectives and strategy and to coordinate strategic direction for planning and executing multinational operations.
2. **Theater integration** occurs when joint operation planning is integrated with alliance or coalition planning at the theater or operational level by the commander of US national forces dedicated to the alliance or coalition military organization.
3. **Bilateral planning** involves the preparation of combined, mutually developed and approved plans governing the employment of the forces of two nations for a common contingency. **(JP 5-0, Chapter II, Section G)**

## IX. Joint Operations Planning and Execution System

A. Whether it be dealing with national or multinational planning, Joint Operations Planning and JOPEs is the principal system within the Department of Defense for translating policy decisions into OPLANs.

1. It provides the means to respond to emerging crisis situations or transition to war through rapid, coordinated execution planning and implementation. **(JP 5-0, Chapter III, para 3)**
2. To achieve this it uses a set of command and control techniques and processes, supported by computerized information systems.

B. The following are JOPEs five basic planning functions:

1. **Threat Identification and Assessment:** This function involves detecting actual and potential threats to national security, alerting decision makers, and then determining threat capabilities and intentions.
2. **Strategy Determination:** This function furnishes direction from the national level for developing courses of action (COAs). It assists the NCA and the CJCS in formulating appropriate options to counter the threat.
3. **Course of Action Development:** COA development support includes JOPEs functions that help the supported commander's staff develop and test alternative COAs based on NCA and/or CJCS task assignments, guidance, and force and resource allocation.
4. **Detailed Planning:** This function supports preparation of the approved concept of operations for implementation.
5. **Implementation:** This function gives decision makers the tools to monitor,

analyze, and manage plan execution. Planning is a cyclic process that continues throughout implementation. **(JP 5-0, Chapter I, para 21)**

### **X. Types of Planning Processes**

- A. Joint operation plans are proposed under different processes depending on the focus of a specific plan.
- B. They are labeled campaign, deliberate, or crisis action planning and they are all interrelated, using the same fundamental principles. **(JP 5-0, Chapter I, para 12)**

### **XI. Campaign Planning**

A. The first type of planning process we will discuss is campaign planning. Combatant commanders translate national and theater strategy into strategic and operational concepts through the development of theater campaign plans.

- 1. The campaign plan embodies the combatant commander's strategic vision of the arrangement of related operations necessary to attain theater strategic objectives.
- 2. Campaign plans guide the development of supporting operation plans or orders and facilitate national levels of coordination of strategic priorities and resource allocation.
- 3. These plans are the operational extension of theater strategy and they encompass both deliberate and CAP processes. If the scope of contemplated operations requires it, campaign planning begins with or during deliberate planning. **(JP 5-0, Chapter I, para 12a)**

B. Preparation of a campaign plan is appropriate when contemplated military operations exceed the scope of a single major operation. Campaign planning is conducted during both deliberate and CAP.

C. A campaign is a series of related joint major operations that arrange tactical, operational, and strategic actions to accomplish strategic and operational objectives within a given time and space.

- 1. It orients on the enemy's centers of gravity; achieves simultaneous and synchronized employment of all available land, sea, air, space-based assets, and special operations forces; clearly defines an end state that constitutes success, failure, mission termination, or exit strategy; and serves as the basis for subordinate planning.

D. Campaign plans are the operational extension of a combatant commander's theater strategy.

- 1. They translate strategic concepts into unified plans for military action by

specifying how operations, logistics, and time will be used to attain theater strategic objectives.

2. Campaign planning is a primary means by which combatant commanders arrange for strategic unity of effort and through which they guide the planning of joint operations within their theater.
3. In addition, by means of a campaign plan, combatant commanders give the NCA and the Chairman of the Joint Chiefs of Staff information needed for intertheater coordination at the national level.

E. Theater campaigns are conducted by joint forces. They may follow more than one line of operation.

1. Theater campaigns synthesize mobilization, deployment, employment, sustainment, and their subordinate operations or campaigns into a coherent whole.
2. Subordinate campaign plans can be created by JTFs or subunified commands if required. All other planning is for operations supporting the campaign.
3. Campaign planning has its greatest application in the conduct of combat operations, but can also be used in situations other than war.

F. Campaign plans guide the development of supporting OPLANs or OPORDs and facilitate national-level coordination of strategic priorities and resource allocations.

1. Tasking for strategic requirements or major contingencies may require the preparation of several alternative plans for the same requirement using different sets of forces and resources to preserve flexibility.
2. For these reasons, campaign plans are based on reasonable assumptions and are not normally completed until after the NCA selects the COA during crisis action planning. Deliberate plans may include elements of campaign planning; however, these elements will have to be updated as in any deliberate plan used at execution. **(JP 5-0, Chapter II, Section F)**

## **XII. Deliberate Planning**

A. Deliberate planning prepares for a possible contingency based upon the best available information and using forces and resources apportioned for deliberate planning.

1. This planning is conducted primarily in peacetime and relies on assumptions regarding political and military circumstances that will exist upon implementation.
2. It is a highly structured process that develops fully coordinated, complex planning for all contingencies and the transition to and from war.

B. Deliberate planning is accomplished in five phases based on the Chairman of the Joint Chiefs of Staff's JOPES policies and guidance. (**JP 5-0, Chapter I, para 12b**)

1. The first phase is **initiation**. During initiation, planning tasks are assigned to supported commanders, forces and resources are apportioned, and planning guidance is issued.
2. The second phase is **concept development**. This phase follows six steps: **mission analysis, planning guidance development, staff estimates, commander's estimate, CINC's Strategic Concept, and CJCS review**.
3. The third phase is **plan development**. A CJCS-approved concept of operations is expanded into a complete OPLAN during this phase by a designated supported commander.
4. The fourth phase is **plan review**. In this phase, the Chairman of the Joint Chiefs of Staff conducts a final review of OPLANs submitted by the supported commander. The plan review includes a formal process that evaluates the entire plan.
5. The fifth, and final, phase is **supporting plans**. During this phase the supported commander directs the completion and submission of supporting plans to the CJCS-approved OPLAN. These plans focus on the mobilization, deployment, employment, sustainment, and redeployment of forces and resources. (**JP 5-0, Chapter III, para 6**)

**XIII. Types of Deliberate Plans.** There are several types of deliberate plans that are prepared under joint procedures and in prescribed formats as either an OPLAN, CONPLAN with or without time-phased force and deployment data (TPFDD), or functional plan.

A. An **OPLAN** is a complete and detailed operation plan containing a full description of the concept of operations. It identifies the specific forces, functional support, deployment sequence, and resources required to execute the plan and provides closure estimates for their movement into the theater.

B. A **CONPLAN without TPFDD** is an operation plan in an abbreviated format that would require considerable expansion or alteration to convert it into an OPLAN, campaign plan, or OPORD. It contains the CINC's Strategic Concept and appropriate annexes.

C. A **CONPLAN with TPFDD** is a CONPLAN that requires more detailed planning for phased deployment of forces.

1. Detailed planning may be required to support a contingency of compelling interest and critical to national security but is not likely to occur in the near term.
2. It may also be required where the primary purpose is force movement planning in support of alliances.

D. A **functional plan** involves the conduct of military operations in a peacetime or permissive environment. These plans are traditionally developed for specific functions or discrete tasks, such as nuclear weapons recovery or evacuation, logistics or communications, but may be developed to address functional peacetime operations such as disaster relief or humanitarian assistance. (**JP 5-0, Chapter I, para 13a**)

**XIV. Crisis Action Planning.** The third category of joint operation planning is called CAP and is based on current events and conducted in time-sensitive situations and emergencies using assigned, attached, and allocated forces and resources. It is based on actual circumstances that exist at the time planning occurs. CAP parallels deliberate planning, but is more flexible and responsive to changing events. (**JP 5-0, Chapter I, para 12c**)

A. The products of the CAP process are campaign plans and OPORDs. CAP occurs in a six-phased process.

1. **Situation Development:** During this initial phase of CAP, events that have potential national security implications are detected, reported, and assessed to determine whether a military response may be required.
2. **Crisis Assessment:** During this phase, the NCA, the Chairman, and the other members of the Joint Chiefs of Staff analyze the situation through available intelligence and determine whether a military option should be prepared.
3. **Course of Action Development:** The COA phase implements an NCA decision or CJCS planning directive to develop military options. In response to that decision, the Chairman of the Joint Chiefs of Staff issues a planning guidance directive to the supported commander directing the preparation of COAs. In response to the directive, the supported commander, with the support of subordinate and supporting commanders, develops and analyzes COAs. The supported commander analyzes the COAs and submits his recommendations to the NCA and the Chairman of the Joint Chiefs of Staff.
4. **Course of Action Selection:** The focus of the COA selection phase is on the selection of a COA by the NCA and the initiation of execution planning. The Chairman of the Joint Chiefs of Staff, with other members of the Joint Chiefs of Staff, reviews and evaluates the COAs provided in the supported commander's estimate and prepares recommendations and advice for consideration by the NCA.
5. **Execution Planning:** An NCA-approved COA is transformed into an OPORD during the execution planning phase of CAP. In this phase, the JPEC performs the detailed planning necessary to execute the approved COA when directed by the NCA.
  - a. If required by the situation, the supported commander will initiate campaign planning or refine a campaign plan already in development. This should guide the development of the OPORD.

b. Actual forces, sustainment, and strategic mobility resources are identified and the concept of operations is described in OPORD format. OPORDs are prepared under joint procedures in prescribed formats during CAP.

c. They are in the form of a directive issued by a commander to subordinate commanders for the purpose of effecting the coordinated execution of an operation.

6. **Execution:** The execution phase begins when the NCA decide to execute a military option in response to the crisis. A military response is then implemented and operations are conducted by the supported commander until the crisis is resolved. **(JP 5-0, Chapter III, para 9)**

### **XV. Forces and Resources for Planning**

A. The three categories used to define the availability of forces and resources for planning and conducting joint operations are termed assigned, apportioned, and allocated.

1. **Assigned** forces and resources are those placed under combatant command (command authority) of a unified commander by the Secretary of Defense in his “Forces for Unified Commands” memorandum, during normal peacetime.
2. **Apportioned** forces and resources are those made available for deliberate planning as of a certain date. They are apportioned by the JSCP for use in developing deliberate plans and may be more or less than the forces actually allocated for execution planning.
3. **Allocated** forces and resources are those provided by the NCA for execution planning or implementation accomplished through procedures established for CAP. During actual implementation, allocated augmenting forces become assigned or attached forces when they are transferred or attached to the receiving combatant commander. **(JP 5-0, Chapter I, para 14)**

**XVI. Key Employment Planning Concepts.** To facilitate coordination of strategic priorities, deliberate and crisis action plans should contain key employment planning concepts that enhance understanding of the combatant commander’s strategic vision and the sequence of operations needed to attain the commander’s theater objectives. **(JP 5-0, Chapter II, para 17)**

A. Plans should incorporate the following key concepts of joint operation planning doctrine.

1. Combatant commander’s strategic intent and operational focus
2. Orientation on the strategic and operational centers of gravity of the threat
3. Protection of friendly strategic and operational centers of gravity
4. Phasing of operations (such as prehostilities, lodgment, decisive combat and

stabilization, follow through, and post hostilities), to include the commander's intent for each phase. **(JP 5-0, Chapter II, Figure II-4)**

B. Due to the nature of the threat in some plans, all of these concepts may not be applicable. However, where possible, these concepts should be considered and identified in the plan.

## **XVII. Assessment**

A. Joint operation planning plays a vital role in assessing national warfighting capabilities and programming improvement.

1. Joint OPLANs are a measurement of the nation's ability to successfully prosecute the NMS within the constraints of available forces and resources.
2. This measurement provides a means of assessing the balance between strategy and capabilities, determining risks, and focusing the acquisition of additional resources and capabilities.
3. Assessments derived through joint operation planning provides insight into the strengths and deficiencies of the Nation's existing military capabilities. **(JP 5-0, Chapter IV)**

## **XVIII. Conclusion**

A. The goal of this presentation today has been to provide an overview of joint operation planning.

B. We have discussed many concepts included in the responsibilities of planning for joint operations. Those include: the doctrine, principles, and concepts that govern considerations for a full range of joint operation planning activities; the development and execution of joint OPLANs, campaign plans, and OPORDs; an overview of JOPES; a profile of the joint operation planning community; and the use of joint operation planning to support the function of capability assessment.

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