
Crisis Action Planning

Chapter 5

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Crisis Action Planning

References: Joint Pub 1-03 series, *Joint Reporting Structure*
Joint Pub 5-0, *Doctrine for Planning Joint Operations*
CJCSM 3122.01, *Joint Operation Planning and Execution System*
(JOPES) Volume I, *Planning Policies and Procedures*

500. INTRODUCTION TO CRISIS ACTION PLANNING

a. **Overview.** In peacetime, deliberate planning procedures are used to evaluate anticipated future situations to which the United States must be prepared to respond militarily. Because of their relative probability, importance to U.S. national security, and difficulty in scale of military response required to resolve them, these situations are hypothetical predictions of regional conditions and scenarios that are considered so critical that plans to respond to them must be prepared before they occur. Twelve months or more may be required to identify adequate responses, conduct the evaluation to select the best course of action, and prepare a feasible OPLAN. It is noteworthy that these potential situations are based on the best available intelligence, but are still hypothetical to the extent that not all conditions can be predicted, and, even if all variations of a future situation could be anticipated, planning for all cannot be done feasibly. Further, in deliberate planning, resources are apportioned for planning. Even though forces, sustainment, and transportation resources apportioned to a plan may be sourced to that plan's requirements in anticipation of the event, the actual situation with respect to those particular resources may prevent them from being allocated by the National Command Authorities (NCA) to a real-time crisis response.

(1) While deliberate planning is conducted in anticipation of future events, there are always situations arising that might require U.S. military response. Such situations may approximate those previously planned for in deliberate planning, though it is unlikely they would be identical. In some instances they will be completely unanticipated. Usually, the time available to plan responses to such real-time events is short. In as little as a few days, a feasible course of action must be developed and approved, and timely identification of resources accomplished to ready forces, schedule transportation, and prepare supplies for movement and employment of U.S. military force. In such time-sensitive crisis situations, the Joint Planning and Execution Community (JPEC) uses Crisis Action Planning (CAP) procedures, prescribed in CJCSM 3122.01, JOPES Volume I.

(2) In a crisis, the situation is dynamic, with the body of knowledge growing hour by hour from the latest information sources and intelligence reports. An adequate and feasible military response in a crisis demands flexible procedures keyed to the time

available, to communications that are rapid and effective, and to the use of previous planning, whenever possible. The key members of the JPEC need to know what others are doing, and they need to know what is expected of them.

(3) Crisis Action Planning procedures are used by the JPEC to plan and execute the deployment and employment of U.S. military forces in crisis situations.

These procedures ensure the following:

- That **logical procedures** are followed that begin with recognizing the problem and developing the solution, and progress to preparing and executing the operation order;
- **rapid and effective exchange of information** about the situation, its analysis, and alternative military responses;
- **timely preparation** of military courses of action for consideration by the NCA; and
- **timely relay** of the decisions of the NCA to the combatant commander to permit effective execution.

(4) The system is divided into six separate phases illustrated in **Figure 5-1**; each has a definite start, a finish, and actions to be performed. The roles of the key members of the JPEC are described as a checklist and a view of the overall process. The procedures begin when the situation develops; the theater commander recognizes the potential significance of the event and reports it, along with his assessment, to the National Military Command Center (NMCC). It also is possible that the situation may be reported to the NCA through other government agency channels such as the Department of State (DOS) or Central Intelligence Agency (CIA). In most cases the NMCC receives these reports and is responsible for their dissemination to the military chain of command. The NCA assesses its diplomatic, economic, and informational implications and decides that a possible military response should be prepared. The CINC develops military courses of action in response to the situation. Should the NCA decide on the use of military forces to resolve the crisis, the NCA will select a COA for full development by the CINC. By direction of CJCS, the CINC prepares the detailed operation order (OPORD) to support the selected COA. At the direction of the NCA, the CINC executes the OPORD. Though this is a step-by-step academic description, in reality, the process is flexible. It permits the steps to be done sequentially or concurrently, or skipped altogether while ensuring that no critical planning factor is overlooked. The exact flow of the procedures is largely determined by the time available to complete the planning and by the significance of the crisis.

(5) Members of the JPEC are busy during the accelerated planning of a military response to a crisis. **Figure 5-2** illustrates the primary responsibilities of the Joint Planning and Execution Community during crisis action.

SUMMARY OF CRISIS ACTION PLANNING PHASES

Phase I	Phase II	Phase III	Phase IV	Phase V	Phase VI
Situation Development	Crisis Assessment	Course of Action Development	Course of Action Selection	Execution Planning	Execution
Event					
<ul style="list-style-type: none"> Event occurs with possible national security implications 	<ul style="list-style-type: none"> CINC's REPORT/ASSESSMENT received 	<ul style="list-style-type: none"> CJCS sends WARNING ORDER 	<ul style="list-style-type: none"> CJCS presents refined and prioritized COAs to NCA 	<ul style="list-style-type: none"> CINC receives ALERT ORDER or PLANNING ORDER 	<ul style="list-style-type: none"> NCA decide to execute OPORD
Action					
<ul style="list-style-type: none"> Monitor world situation Recognize problem Submit CINC's ASSESSMENT Monitor reporting from other agencies. 	<ul style="list-style-type: none"> Increase awareness Increase reporting JS assesses situation JS advises on possible military action NCA-CJCS evaluates 	<ul style="list-style-type: none"> Develop COAs CINC assigns tasks to subordinates by evaluation request message CINC reviews evaluation response messages Create/modify TPFDD USTRANSCOM prepares deployment estimates Evaluate COAs 	<ul style="list-style-type: none"> CJCS advises NCA CJCS may send PLANNING ORDER to begin execution planning before formal selection of COA by NCA 	<ul style="list-style-type: none"> CINC develops OPORD Refine TPFDD Force preparation 	<ul style="list-style-type: none"> CJCS sends EXECUTE ORDER by authority of SECDEF CINC executes OPORD JOPES database maintained JPEC reports execution status Begin redeployment planning
Outcome					
<ul style="list-style-type: none"> Assess that event may have national implications Report the event to NCA/CJCS 	<ul style="list-style-type: none"> NCA/CJCS decide to develop military COA 	<ul style="list-style-type: none"> CINC sends Commander's Estimate with recommended COA 	<ul style="list-style-type: none"> NCA select COA CJCS releases COA selection by NCA in ALERT ORDER 	<ul style="list-style-type: none"> CINC sends OPORD 	<ul style="list-style-type: none"> Crisis resolved Redeployment of forces

Figure 5-1

(6) Military planners facing crisis action planning requirements must understand that the NCA are considering diplomatic, informational, economic, and military options. The military option may initially be the least desirable option, and a decision to execute it may be made only after other, less drastic options have been judged unsuitable or ineffective to resolve the situation. In reaching a decision to develop a military COA, the NCA may consider the whole range of flexible deterrent options described in Chapter 4. Ultimate responsibility and authority in a crisis rest with the NCA, who must approve a COA and authorize the major actions to be taken, including the deployment, employment, or redeployment of forces.

ACTIVITIES OF THE JOINT PLANNING & EXECUTION COMMUNITY DURING CRISIS ACTION PLANNING

NCA	<ul style="list-style-type: none"> • Approve the COA • Direct that major actions be taken, e.g., change deployment status, deploy forces, activate reserve forces call up • Authorize conduct of military operations against a potential enemy
CJCS, The Joint Staff	<ul style="list-style-type: none"> • Manage planning process: review & analyze reports, resolve conflicts & shortfalls monitor deployment or employment • Offer options and recommendations to the NCA • Convey NCA decisions to military commands
Supported Command	<ul style="list-style-type: none"> • Responds to, monitors and reports on a crisis • Prepares Commander's Estimate • Develops COAs with assistance of subordinate and supporting commands • Develops Operation Order for deployment or employment
Subordinate Command	<ul style="list-style-type: none"> • Conducts parallel planning with supported command • Determines the force and resource requirements • Develops employment plan
Supporting Command	<ul style="list-style-type: none"> • Generates and sources force and support requirements • Makes deployment estimates for organic lift assets
USTRANSCOM	<ul style="list-style-type: none"> • Coordinates deployment planning & execution • Makes deployment estimates • Develops transportation-feasible schedules • Optimizes use of transportation capability • Reports progress of deployment to CJCS and supported commander
Services	<ul style="list-style-type: none"> • Furnish additional support forces through subordinate component commanders • Identify and prepare reserve forces

Figure 5-2

b. **Definition.** Joint Pub 5-0, *Doctrine for Planning Joint Operations*, and CJCSM 3122.01, JOPES Volume I, define a crisis within the context of joint operation planning and execution. It is described as “an incident or situation involving a threat to the United States, its territories, citizens, military forces, and possessions or vital interests that develops rapidly and creates a condition of such diplomatic, economic, political, or military importance that commitment of U.S. military forces and resources is contemplated to achieve national objectives.” Several characteristics of a crisis can be given: it may occur with little or no warning; it may be fast breaking requiring accelerated decisions; and, sometimes, a single crisis may spawn another crisis elsewhere. Whatever the nature or perceived magnitude of the situation, a commitment of U.S. military forces and resources is being considered as a solution. In the U.S. defense establishment, the NCA decides on the use of military force.

c. **Available guidelines.** The procedures in CJCSM 3122.01, JOPES Volume I, are used to outline a military response in a crisis. The six phases of CAP are a logical sequence of events that lead to the timely preparation of a COA for a military response. Further, the procedures describe the flow of information from the combatant commander; the integration of CJCS military advice in the analysis of military options; the decision process by which the NCA begin detailed military planning, change deployment posture of the identified force, and execute the military option; and the mechanisms for monitoring the execution of the eventual operation order.

d. **Communications.** Timely, accurate communications are essential in exchanging information and transmitting directions during a crisis. Several means are available: oral transmission or video teleconferencing or telecommunications, confirmed with record copy as soon as possible; narrative text messages to transmit the initial report, situation updates, CINC's assessment of the situation, and orders, including decisions of the NCA; and deployment data transmitted via the Global Command and Control System (GCCS). Only through rapid and accurate communication can the military response to a crisis be managed. Today, there also are means to heighten overall operations security of the planning and management of CAP: special category (SPECAT) messages and systems-high procedures for GCCS, data transfer, and the JOPES database. The reporting procedures to be followed in crisis action planning are defined in the Joint Pub 1-03 series, *Joint Reporting System*. CAP uses the OPREP-3 PINNACLE COMMAND ASSESSMENT (OPREP-3PCA) format for the immediate reporting of serious incidents and events by the cognizant CINC. These reports establish the basis for crisis recognition and for the initiation of CAP.

e. **Available ADP support.** The rapid development of an adequate and feasible military response is the purpose of crisis planning. The planner must quickly evaluate the adequacy of proposed COAs, rapidly build a force list and calculate sustainment, and effectively determine transportation feasibility. Crisis action procedures use the same ADP that supports deliberate planning in JOPES. Using JOPES ADP, the crisis action planner may build a TPFDD through access to plans prepared in deliberate planning.

f. **Differences between deliberate & crisis action planning.** Figure 5-3 illustrates the significant differences between CAP and the deliberate planning procedures discussed in Joint Pub 5-0, Chapter III.

COMPARING CRISIS ACTION PLANNING PROCEDURES WITH DELIBERATE PLANNING PROCEDURES

	Crisis Action Planning	Deliberate Planning
<i>Time Available to Plan</i>	Hours or days	18-24 months
<i>JPEC Involvement</i>	For security reasons, possibly very limited, using close-hold procedures	Participates fully
<i>Phases</i>	6 Phases from situation development to execution	5 Phases from Initiation to Supporting Plans
<i>Document Assigning Tasks</i>	WARNING ORDER to CINC; CINC assigns tasks with EVALUATION REQUEST message	JSCP to CINC: CINC assigns tasks with planning or other written directive
<i>Forces for Planning</i>	Allocated in the WARNING, PLANNING, ALERT, or EXECUTE ORDER	APPORTIONED in JSCP
<i>Early Planning Guidance to Staff</i>	WARNING ORDER from CJCS; CINC's EVALUATION REQUEST	Planning Directive issued by CINC after planning guidance step of concept development phase
<i>Commander's Estimate</i>	Communicates recommendations of CINC to the CJCS/NCA	Communicates the CINC's decision to staff and subordinate commanders
<i>Decision on COA</i>	NCA decide COA	CINC decides COA with review by CJCS
<i>Execution Document</i>	EXECUTE ORDER	When an operation plan is implemented, it is converted to an OPORD, and executed with an EXECUTE ORDER
<i>Products</i>	Campaign plan (if required) with supporting OPORDs, or OPORD with supporting OPORDs	OPLAN, CONPLAN or FUNCTIONAL PLAN with supporting plans

Reference: Joint Pub 5-0

Figure 5-3

501. CRISIS ACTION PROCEDURES

a. **Concept.** Since each crisis is unique, it is not reasonable to expect to use a rigid set of rules in response to every situation. JOPES Volume I defines a coordinated process that includes people, procedures, communications, and ADP hardware and software, and that produces a detailed plan to best accomplish the military mission.

(1) Crisis Action Planning procedures give the Chairman of the Joint Chiefs of Staff and the CINCs procedures for getting vital decision-making information up the chain of command to the NCA; they allow the NCA to communicate their decisions accurately through CJCS down the chain of command to the CINC and subordinate and supporting commanders, the Services, and supporting defense agencies; and they permit the key players in the JPEC to exchange essential deployment data rapidly and accurately, and to conduct parallel planning at different organization levels.

(2) The result is the development of an adequate and transportation-feasible military response during a time-constrained planning period. In addition, JOPES ADP offers the JPEC the capability to monitor strategic movement during execution of the plan.

(3) The procedures accommodate the need for different degrees of detail, given the different amounts of time available for planning among the many command levels. They describe actions to be performed by the JPEC from the beginning of a crisis either through the commitment of U.S. military forces or to the point where the need for military force ends and military activity is canceled.

b. **Phases.** The procedures are categorized into six phases. Each phase of CAP begins with an event, such as the receipt of a report or order, and ends with a decision or resolution of the crisis. When the process moves into a new phase, the primary responsibility for taking action shifts between the NCA and CINC.

(1) Before beginning a full examination of CAP, it is important to understand that the time-sensitivity of certain critical situations may require so rapid a response that the normal procedural sequence may be altered significantly, i.e., CAP phases may be compressed, repeated, carried out concurrently, or eliminated. While there are detailed procedures to be followed in the process, circumstances may dictate that they be abbreviated, that is, decisions may be reached in conference and initially communicated orally. The amount of time spent in each phase depends on the tasks to be done and the time available.

(2) Within the CAP sequence of events, there are several points where decisions must be made for planning to continue, placing further actions “on hold,” or reverting planning to a previous phase. Following each major decision reached by the NCA, CJCS issues a formal order implementing that decision.

502. CRISIS ACTION PROCEDURES – SINGLE-CRISIS ENVIRONMENT

Reference: CJCSM 3122.01, *Planning Policies and Procedures* (JOPES Volume I)

SITUATION DEVELOPMENT**a. Phase I**

(1) **Introduction.** As a matter of routine, organizations of the U.S. Government monitor the world situation. In the course of that monitoring, an event may occur that has possible security implications for the United States or its interests. Monitoring organizations recognize the event, analyze it to determine whether U.S. interests are threatened, and report it to the National Military Command Center (NMCC). Crisis Action Planning procedures generally begin once the event is reported to the NMCC. The situation development phase contains four related variables -- the day-to-day situation is monitored, an event occurs, the event is recognized as a problem, and the event is reported.

(a) **Situation monitoring** is the continuous review and analysis of events occurring worldwide. Many available resources are used, ranging from strategic intelligence sources, to routine observations by a member of the military attaché staff, to television news broadcasts. So diverse are the sources of observation that the report could come up through the chain of command from observer to supervisor to senior military officer to component command to unified command watch officer. It is likely, though, that an event may be first seen in the Pentagon by a watch team member monitoring a cable news report. An event comes to the attention of a U.S. official through situation monitoring.

(b) An **event** is an occurrence assessed to be out of the ordinary and viewed as potentially having an adverse impact on U.S. national interests and national security.

(c) The **recognition of the event as a problem** or potential problem follows from the observation.

(d) A **report of the event** may come from various sources, e.g., CINC, subordinate unit such as an activity or unit commander, TV news, etc. However, regardless of the source, the focal point for reporting information crucial to the national security is the NMCC in Washington, D.C. **Figure 5-4** illustrates the diversity of information sources that report to the NMCC. Joint Pub 1-03 series, *Joint Reporting Systems*, is the source of detailed instructions for reporting an event through military channels. Events may be reported initially to the NMCC by any means available, but the two most common means are the **Critical Intelligence Report (CRITIC)** and the **OPREP-3**

PINNACLE (OPREP-3P). Sample OPREP-3 reports are contained in JOPES Volume I. Receipt of an OPREP-3 PINNACLE at the NMCC from a CINC is a likely way for CAP to be initiated. However, in this day of instant worldwide communications, it is realistic that the theater may learn of a crisis by means of a phone call from Washington. Reports to the NCA from other U.S. government agencies also may initiate a crisis response from the NCA.

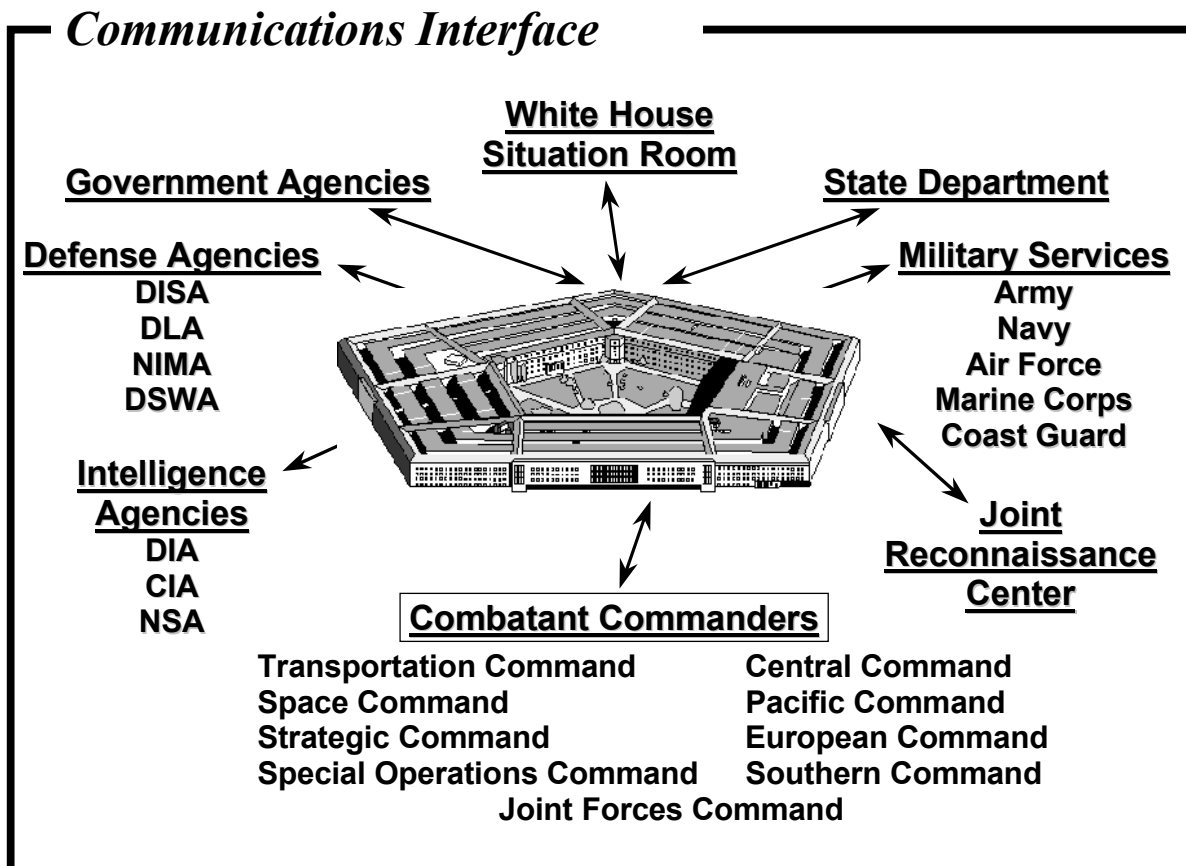


Figure 5-4

(2) Actions taken during situation development

(a) In Phase I the focus is generally on the CINC who is responsible for the U.S. military action that may be taken within a theater. The activities of the JPEC during Phase I are summarized in **Figure 5-5**. The major occurrences in the combatant command include the following:

- **observation of an event** with potential national security implications
- **an assessment by the CINC** that the potential of the situation warrants higher-echelon awareness
- **report to the NMCC** by CRITIC or OPREP-3 PINNACLE

**THE JPEC DURING CRISIS ACTION PLANNING
PHASE I – SITUATION DEVELOPMENT**

<i>NCA</i>	
<i>CJCS, The Joint Staff</i>	<ul style="list-style-type: none"> • Monitor situation • Evaluate incoming reports • Evaluate actions of CINC
<i>Supported Command</i>	<ul style="list-style-type: none"> • Reports significant event to NMCC • Publishes CINC's assessment: <ul style="list-style-type: none"> nature of crisis forces available major constraints action being taken COAs being considered
<i>Subordinate & Supporting Commands</i>	<ul style="list-style-type: none"> • Gather intelligence information • Furnish information and support
<i>USTRANSCOM</i>	<ul style="list-style-type: none"> • Monitors developing crisis
<i>Services</i>	<ul style="list-style-type: none"> • Monitor developing crisis

Figure 5-5

- **publication of the OPREP-3 PINNACLE/CINC's ASSESSMENT**, the CINC's assessment of action being considered or actions already taken (an important step that would be crucial to the CINC's influencing future decisions in a fast-breaking crisis).

(b) The Joint Staff monitors the situation, requests a report from the geographic CINC, evaluates the CINC's actions being taken under the rules of engagement, orders additional intelligence gathering, if necessary, and advises the NCA as the situation develops.

(c) If possible, other members of the JPEC collect information on the situation and develop an accurate picture of the crisis.

(3) **Exchange of reports during Phase I.** The **initial report** of the event, which any individual can make, must be timely and accurate. The CRITIC or OPREP-3 PINNACLE reports are normally used. They can be issued orally with a record copy to follow. Any commander may issue OPREP-3 PINNACLE (general) to report any incident or event where national-level interest is indicated. The commander of a combatant command may issue OPREP-3 PINNACLE/CINC ASSESSMENT to report the command's assessment of a developing or potential crisis. If the CINC does not make the initial report of an event, the NMCC will make every effort to establish communications with the CINC and request a report. In this instance, the CINC will normally send an OPREP-3 PINNACLE/CINC ASSESSMENT that would include the following information:

- information on the current situation
- action being taken within the constraints of the current rules of engagement
- forces readily available
- expected time for earliest commitment of forces
- major constraints on the employment of forces
- succinct discussion of various COAs under consideration or recommended by the commander, as appropriate

(4) **ADP support.** During this phase the CINC's staff reviews applicable contingency plans. The JOPES database holds all the files for current complete plans, and the CINC reviews plans through access to GCCS. If circumstances warrant, a GCCS Teleconference (TLCF) may be established to allow a rapid exchange of information.

(5) **Conclusion of Phase I.** The situation development phase ends when the CINC's assessment is submitted to NCA and CJCS through the NMCC.

CRISIS ASSESSMENT

b. **Phase II.** In this phase, the NCA and Joint Chiefs of Staff analyze the situation to determine whether a military option should be prepared to deal with the evolving problem. The phase is characterized by increased information gathering and review of available options by the NCA.

(1) **Introduction.** The phase begins with the receipt of the CINC's report and assessment of the event. The CINC has categorized the event as a problem of potential national concern. The detail and frequency of reporting increase to give the Chairman and the other members of the Joint Chiefs of Staff information that is needed to evaluate developments and allow them to offer sound military advice to the NCA.

(2) **Actions taken during crisis assessment.** The focus of Phase II is on CJCS, in coordination with the other members of the Joint Chiefs of Staff, and the NCA.

(a) The NCA identify the national interests at stake; the national objectives related to those interests; and possible diplomatic, political, economic, and military options to achieve the objectives. The NCA decide that a crisis exists and that military COAs will be developed by the CINC.

(b) CJCS assesses the situation from the military point of view including operations, logistics, and command and control implications, and reviews current strategy and existing OPLAN data in JOPES. The Joint Staff reviews and evaluates reports from the CINC. CJCS may recommend to the NCA that orders be published to prepare to

deploy or to deploy forces, and may establish or direct the establishment of a crisis GCCS TLMCF if the CINC has not already done so.

(c) Having reported the event and offered an assessment of the situation in Phase I, the CINC continues to issue status reports, assesses the disposition of assigned and available forces, and takes appropriate military action under current rules of engagement. The CINC also will alert the appropriate subordinate commands so that they can begin their parallel planning activities.

(d) The other members of the JPEC continue to monitor the situation: the Services may improve readiness and sustainability of forces that could be used and identify possible Reserve components; USCINCTRANS improves the disposition and readiness of strategic lift assets, etc. **Figure 5-6** summarizes the activities of the JPEC.

(e) Because crisis action procedures are flexible, the NCA and CJCS have the latitude to either remain in this phase, increase reporting, and gather additional information for study; return to Phase I and continue to monitor the situation without further planning action; or progress to the next phase of CAP.

(3) **Crisis response organizations.** During the crisis assessment phase, special teams are assembled at all levels where the problem and its resolution are being developed. These teams vary in size and composition, as well as in name. They may be called crisis action teams, crisis response cells, battle staffs, emergency response teams, operations action groups, or operation planning groups. Specially constituted crisis action organizations generally include representatives from all command staff divisions and may include representatives from a wide range of involved organizations. **Figure 5-7** illustrates the variety of organizations that respond to crises.

(4) **Exchange of reports during Phase II.** At any time during CAP, the NCA may find it desirable to prepare selected units for possible military action. They increase unit readiness by designating alert conditions or ordering a specified deployability posture to reduce the response time of selected forces. Increased readiness actions may be taken during any phase. Deployment Preparation Orders and Deployment Orders are used to increase or decrease deployability posture, deploy or redeploy forces, establish or disestablish joint task forces and their headquarters, or signal U.S. intent to undertake or terminate action. Changing the deployment posture of a unit is a strong statement that the United States is beginning action to conduct military operations. Both orders are issued by CJCS and specifically authorized by the Secretary of Defense. The stage of a unit's readiness is defined by the deployability posture.

**THE JPEC DURING CRISIS ACTION PLANNING
PHASE II – CRISIS ASSESSMENT**

NCA	<ul style="list-style-type: none"> • Decide to develop the military COA
CJCS, The Joint Staff	<ul style="list-style-type: none"> • Give military assessment to NCA • Advise on possible military COAs • Review existing OPLANs & CONPLANs for suitability • Review & evaluate reports from CINC & other sources • Establish crisis TLCF as required
Supported Command	<ul style="list-style-type: none"> • Continues to monitor and report status of situation • Evaluates event • Reviews existing OPLANs & CONPLANs for applicability • Evaluates disposition of assigned and available forces • Evaluates status of theater transportation assets
Subordinate & Supporting Commands	<ul style="list-style-type: none"> • Continue to monitor the crisis • Conduct parallel planning with supported command
USTRANSCOM	<ul style="list-style-type: none"> • Reviews status of strategic lift assets • Improves disposition & readiness of strategic lift assets
Services	<ul style="list-style-type: none"> • Evaluate available military force • Act to improve force readiness & sustainability • Identify Reserve Component requirement

Figure 5-6

(a) The Deployment Preparation Order and the Deployment Order are addressed to all combatant commanders and the National Security Agency/Central Security Services. The Secretary of State, the White House Situation Room, and appropriate others receive copies.

(b) The format for both of these orders is in JOPES Volume I. They include all necessary information to deploy the forces, if it is not already given in other planning guidance documents from CJCS. The order takes the following overall outline:

- clear statement that it is a Deployment Preparation/Deployment Order issued under the authorization of the Secretary of Defense
 - situation
 - mission
 - execution
 - administration and logistics
 - command and signal

CRISIS MONITORING ORGANIZATIONS

	Title	Purpose	Composition of Response Element
Office of Secretary of Defense	Crisis Coordinating Group	<ul style="list-style-type: none"> • Disseminates crisis information in a timely fashion • Facilitates coordination within OSD • Draws on parent offices for support, guidance, and information 	<ul style="list-style-type: none"> • Chaired by DUSD(P) • Staffed with representatives of principal OSD staff officers, military departments, combat support agencies, & Department of State
National Military Command Center	Operations Team (OT) Augmented Operations Team	<ul style="list-style-type: none"> • Monitors operational activities worldwide • Gathers information on developing situations • Performs 24-hour monitoring of particular situations 	<ul style="list-style-type: none"> • Assigned NMCC personnel • OT augmented as necessary with staff personnel
CJCS, The Joint Staff (activation based on level of crisis)	Response Cell (RC) or Crisis Action Team (CAT)	<ul style="list-style-type: none"> • Staffed full time by qualified personnel • May occupy normal workspaces • Reviews current strategy & applicable OPLANs/CONPLANS • Gathers intelligence • Reviews status of forces • Develops broad COAs • Assembles Situation Books • Activated by the Director, Joint Staff, or J-3 • Handles matters that exceed the operational capability of the RC • Proposes COAs 	<ul style="list-style-type: none"> • Formed by J-3 • Team Chief is an O-6 • Assigned representatives from Joint Staff directorates • Usually does not contain Service reps • Specific manning is tailored to fit the situation • Team Chief is an O-6 • Augmented RC with Service reps, combat support agencies
Supported Command Staff	Battle Staffs or Crisis Action Teams	<ul style="list-style-type: none"> • Generate, exchange, and receive information • Develop military options, COAs, and concepts of operations 	<ul style="list-style-type: none"> • Regularly assigned and augmenting personnel • Special response centers for Intelligence, Logistics • Nuclear operations • Special operations
USTRANSCOM	Crisis Action Team	<ul style="list-style-type: none"> • Orchestrates and monitors deployment 	<ul style="list-style-type: none"> • Deployment Directorate personnel

Figure 5-7

(c) Note that, while these orders are designed to increase deployability posture, positioning forces or taking preparatory actions may signal U.S. intent to conduct military operations. This may not be the desired message and CJCS and the NCA may consider the requirements for secrecy and surprise, and balance them against the need to notify selected Armed Forces for possible action. Operations security is vital and is practiced.

(5) ADP support. A GCCS TLCF should be established between key JPEC participants, which will allow issues to be addressed so that written orders transmitted at the beginning of the next phase will be clear and unambiguous. The JPEC may review available JOPES deployment databases.

(6) **Conclusion of Phase II.** The crisis assessment phase ends with the decision by the NCA to have military options developed for their consideration. These are added to the full spectrum of possible U.S. responses. The NCA decision may also include specific guidance on COAs to be developed. For this reason, the CINC's initial assessment has great influence. That assessment is an early, professional recommendation from the scene; lack of time may make the CINC's assessment the only alternative considered.

COURSE OF ACTION DEVELOPMENT

c. **Phase III.** Following the decision of the NCA to develop military options, CJCS publishes a Warning Order directing the development of COAs in response to the situation. The COA development phase shifts emphasis to the CINC, who develops and submits recommended COAs to CJCS and the NCA. The CINC includes the COAs in the Commander's Estimate, an abbreviated version of the type of information in the Commander's Estimate prepared during the concept development phase of deliberate planning.

(1) **Introduction.** Phase III begins when the NCA decide to develop possible military solutions to the crisis. The military response may be only one of many available options open to the NCA. In fact, the initial reluctance to use military forces may substantially alter the situation and thus limit the available military options when a decision to use military force is finally made.

(2) Actions taken during COA development. As **Figure 5-8** illustrates, the center of activity shifts to the supported commander:

(a) CJCS publishes a Warning Order to give initial guidance to the JPEC and requests that the CINC respond with a recommended COA to meet the situation.

(b) The supported commander develops COAs; which involve the subordinate and supporting commanders. With the Evaluation Request Message the CINC assigns those commands the task of identifying the forces and resources for the COAs being considered. If time and security considerations permit, subordinate evaluation of tentative COAs is valuable. Existing OPLANs and CONPLANs may prove useful in the rapid development of the COAs. The databases that outline the flow of forces and sustainment can be made available to the JPEC by the supported commander. Finally, the CINC prepares the Commander's Estimate, the recommended COA.

**THE JPEC DURING CRISIS ACTION PLANNING
PHASE III – COURSE OF ACTION DEVELOPMENT**

NCA	Give guidance to CINC via CJCS
CJCS, The Joint Staff	<ul style="list-style-type: none"> • Publish Warning Order <ul style="list-style-type: none"> •• establish command relationships •• define tasks, objectives, constraints •• either allocate forces & lift or request that CINC list requirements •• set tentative C-day & L-hour •• direct CINC to develop COAs and submit • Commander's Estimate • Monitor COA development with JDS • Review Commander's Estimate
Supported Command	<ul style="list-style-type: none"> • Responds to Warning Order • Develops and evaluates COAs using JOPES ADP • Coordinates involvement of subordinates • Releases Evaluation Request Message • Reviews existing OPLANs for applicability • Prepares & submits Commander's Estimate to CJCS
Subordinate & Supporting Commands	<ul style="list-style-type: none"> • Respond to Evaluation Request Message and conduct parallel planning • Analyze COAs, as directed • Identify C, CS, CSS forces and generate movement requirement estimates • Create deployment database in JOPES for each COA • Coordinate sustainment calculations & movement requirements • Prepare Evaluation Response Message
USTRANSCOM	<ul style="list-style-type: none"> • Reviews CINC's COAs • Activates Crisis Action Team • Assists in refining requirements • Prepares deployment estimate for each COA • Sends deployment estimate to supported commander
Services	<ul style="list-style-type: none"> • Monitor COA development • Plan for sustainment • Monitor force readiness

Figure 5-8

(c) The subordinate and supporting commanders respond to the CINC with an Evaluation Response Message. This is part of the parallel planning effort among the CINC's staff, supporting commands and subordinate commands that helps streamline, coordinate and expedite planning. Alternative COAs are evaluated and forces are identified to support the operation. Existing plans in the JOPES database can be used; a force list for the proposed operation can be created in the JOPES database. Sustainment planning begins with coordination between the Service headquarters and the theater components. The Services monitor deployment planning and force readiness.

(d) USCINTRANS reviews the proposed COAs for supportability and prepares deployment estimates for each COA to send to the supported commander. As time permits, and as directed by the supported commander, JOPES data are used to develop a preliminary force deployment estimate and closure profile.

(3) Exchange of reports during Phase III. Several orders or messages may be published during this phase.

(a) Following the decision of the NCA to plan a military response, CJCS normally authorizes the release of a Warning Order. If it contains force deployment preparation or deployment orders, Secretary of Defense approval is required. The Warning Order equates to a planning directive in the deliberate planning process; an example is illustrated in JOPES Volume I. The message should

- describe the situation;
- establish command relationships;
- state mission, objectives, and assumptions;
- refer to applicable OPLANs and CONPLANs;

allocate forces and transportation assets or request that the CINC identify resource requirements;

- establish a tentative C-day and L-hour or solicit the CINC's recommendation;
- identify the anticipated D-day for planning purposes; and
- discuss guidance for administrative, logistics, public affairs, civil affairs, and C3 subjects.

The order will definitely request that the CINC develop COAs for review and approval by the NCA. In a fast-breaking crisis, the initial Warning Order could be communicated by a telephone conference with a follow-on record copy to ensure that the JPEC is kept advised. Messages referring to the initial order transmit additional information and guidance. The order may also discuss and focus the CINC's attention toward COAs that have already been identified or considered by the Joint Chiefs of Staff and NCA. However, the CINC has flexibility to determine how to carry out the assigned tasks. If the NCA have already selected a COA, they may issue direction to begin execution planning (Phase V of CAP).

(b) The basic Operations Planning Report (OPREP-1) describes the formats of four messages exchanged in this phase: **Commander's Evaluation Request**, subordinate/supporting commanders' **Evaluation Response**, USTRANSCOM's **Deployment Estimate**, and the **Commander's Estimate**. The recommended format is flexible; listed sections can be omitted or other paragraphs can be added to meet the situation.

(c) If time permits, the CINC issues a **Commander's Evaluation Request** in OPREP-1 format to subordinate and supporting commanders. It communicates necessary planning guidance and assigns to members of the JPEC the task of evaluating the proposed COA, submitting force and support requirements, or supporting the CINC's recommended COA. The Commander's Evaluation Request includes the following:

- operation description – cites reference
- narrative – describes mission task, situation, factors affecting possible COAs, enemy capabilities, concept of operations, operational constraints
- objective – amplifies guidance for developing COA evaluations
- remarks – describe the OPLAN file used and its location in the JOPES database

(d) The subordinate and supporting commanders reply with a component's course of action **Evaluation Response** message. The format is similar to the OPREP-1 reports already discussed: description, narrative, objective, and remarks.

(e) In addition, if time permits, USTRANSCOM sends the preliminary **Deployment Estimate** to the supported commander. It is in OPREP-1 format and may include the following:

- operation description
- narrative – description of the closure estimate in days or hours for each COA
- remarks – identification of planning factors used in the simulation

(f) The final product of Phase III is the **Commander's Estimate** prepared by the CINC. Its purpose is to give the Chairman of the Joint Chiefs of Staff information for the NCA to consider in their selection of a military COA. It is the CINC's analysis of the COAs that were considered. Contents of the message vary, depending on the situation. Joint Pub 1-03, *Joint Reporting Systems*, describes the recommended report format. It is an abbreviation of the CINC's total staff work and may have been developed in a matter of hours. The abbreviated guidelines are also found in JOPES Volume I; it should contain the following:

- operation description – cites references, describe military operations
- narrative – write five paragraphs described in JOPES Volume I: mission, situation and COAs, analysis of opposing COAs (enemy capabilities), comparison of own COAs, and recommendation
- objective – identify operational objective, object of reporting the information
- remarks – discuss planning factors, file within JOPES where force list may be found, etc.

(4) **ADP support.** Time available to the CINC is a most critical variable during this phase. Vast amounts of planning data must be transferred rapidly among JPEC participants. The GCCS and the JOPES deployment database maintained by the Joint Staff are the primary means for exchanging detailed planning information. The planning tasks to develop tentative COAs, evaluate the adequacy of each COA, create force lists and support packages, estimate transportation feasibility of each COA, and begin to

prepare deployment estimates for the recommended COA require much time. Fortunately, there is ADP support to help the crisis action planner take advantage of previous planning efforts that are already in the JOPES database, or to rapidly develop a plan from scratch.

(a) **Develop tentative COAs.** An existing OPLAN may have been built that can be modified. An existing CONPLAN may be available that can be fully developed beyond the stage of an approved concept of operations. Both of these formats are stored in the JOPES database and are available for planner review. For situations that have not been considered by prior planning, a “NOPLAN” situation is said to exist; timely creation of a concept of operations and the time-phasing of forces and support are required.

(b) **Determine adequacy of each proposed COA.** An objective, comprehensive evaluation of proposed COAs is difficult even without time constraints. Some combatant commands are developing computer simulations to assist in measuring sensitivity of COAs to key parameters.

(c) **Develop force lists and support packages.** Using the force modules in JOPES, the planner can rapidly build an effective combat force, add support forces, and calculate sustainment. Using force modules from current OPLANs reduces the planning time, because these force modules are already “sourced” with actual Army and Air Force units and some Sea Service units.

(d) **Prepare deployment estimates.** The USTRANSCOM components begin to build the deployment estimates from information exchanged through the GCCS. USTRANSCOM integrates the deployment estimates and furnishes a consolidated deployment estimate to CJCS and the CINC via GCCS and OPREP-1 message.

(5) **Conclusion of Phase III.** Course of action development ends when COAs are presented to the NCA. Emphasis once again shifts to NCA and the CJCS for the selection of a COA.

COURSE OF ACTION SELECTION

d. **Phase IV.** In this phase, CJCS in consultation with the other members of the Joint Chiefs of Staff reviews and analyzes the Commander’s Estimate and deployment estimates and, ultimately, presents COAs in order of priority to the NCA for their decision. The activities of the JPEC are illustrated in **Figure 5-9**.

(1) **Introduction.** Phase IV of CAP begins when the recommended COAs are presented to the NCA. CJCS has received the Commander’s Estimate from the CINC. The Joint Staff has evaluated the recommendation; the COAs may have been refined or revised, or new COAs may have been developed in light of a changing situation. In fact,

**THE JPEC DURING CRISIS ACTION PLANNING
PHASE IV – COURSE OF ACTION SELECTION**

NCA	<ul style="list-style-type: none"> • Select COA • Direct execution planning
CJCS, The Joint Staff	<ul style="list-style-type: none"> • Review and evaluate Commander's Estimate • Develop additional COAs, as necessary • Present COAs and recommend COA to NCA • Issue Planning Order to begin formal execution planning before NCA decision (if necessary) <ul style="list-style-type: none"> •• allocate forces and lift •• identify C-day & L-hour • Announce NCA decision • Issue Alert Order <ul style="list-style-type: none"> •• describes COA •• changes, amplifies guidance in Warning Order •• directs execution planning to begin
Supported Command	<ul style="list-style-type: none"> • Initiates execution planning on receipt of JCS direction • Refines estimates and resolves identified shortfalls
Subordinate & Supporting Commands	<ul style="list-style-type: none"> • Continue parallel planning • Monitor situation
USTRANSCOM	<ul style="list-style-type: none"> • Continues planning • Monitors situation
Services	<ul style="list-style-type: none"> • Continue planning • Monitor situation

Figure 5-9

when there is no clearly superior COA, a ranked list of recommendations may have to be given to the NCA.

(2) **Actions taken during COA selection.** The focus of activity is with CJCS and the NCA:

(a) CJCS performs his role as principal military adviser to the NCA, evaluating the COAs recommended by the CINC in consultation with the other members of the Joint Chiefs of Staff. Depending on the recommendation to the NCA, CJCS may choose to issue guidance to the CINC and the JPEC with a **Planning Order** to speed up the execution planning though it does not replace formal NCA approval of a COA.

(b) The NCA select a COA and direct that execution planning begin. On receipt of an NCA decision, CJCS issues an **Alert Order** to the CINC advising of the selected COA. With the authority of the Secretary of Defense, CJCS may issue a Deployment Preparation Order or Deployment Order.

(c) The CINC and the other members of the JPEC are continuing deployment and employment planning with the knowledge they have of the pending decision.

(3) **Exchange of reports during Phase IV.** Depending on the situation, either of two communications may be exchanged in this phase:

(a) CJCS issues the Planning Order before the NCA make a decision. The intent is to expedite execution planning and permit flexibility in responding to fast-breaking events as the crisis develops. It may be issued orally, by message or via GCCS to the CINC with copies to all members of the JPEC. It is conceivable that the Planning Order could be the first record communication between CJCS and the JPEC on the crisis. In such a situation, vital planning information would be exchanged at this time. However, it is desirable to use such a message merely to update CJCS guidance that has been given earlier. The contents of the Planning Order may vary depending on the situation, but it should

- identify forces and resources for planning;
- define the objective, tasks, and constraints;
- contain further planning guidance by the Joint Chiefs of Staff; and
- give a deadline for submitting the operation order (OPORD).

JOPES Volume I outlines an example of a Planning Order that illustrates a standardized format patterned after the OPREP-1 message in Joint Pub 1-03. The JOPES Volume I example includes a multisection narrative detailing situation, mission, details about the COA to be executed, resources allocated, and guidance for administration, logistics, PSYOP, public affairs, etc.

(b) On receiving the NCA decision on the course of action, CJCS publishes an **Alert Order**. The order is a record communication that the NCA have decided to develop in detail a military solution to the crisis. The contents of an Alert Order may vary, and sections may be deleted if the information has already been published. The contents are similar in format to the Planning Order, except that the operation description clearly states that the message is an Alert Order and that execution planning for the selected COA has been authorized by the Secretary of Defense.

(4) **Conclusion of Phase IV.** This phase ends with the NCA selection of a COA and the decision to begin execution planning. The Alert Order publishes that decision.

EXECUTION PLANNING

e. **Phase V.** In the execution planning phase, the supported commander transforms the NCA-selected COA into an **operation order (OPORD)**. Phase V is similar in function to the plan development phase of the deliberate planning process. In this phase the necessary detailed planning is performed to execute the approved COA when directed by the NCA. The actual forces, sustainment, and strategic transportation resources are identified, and the concept of operations is described in OPOrd format.

(1) **Introduction.** The NCA select the military course of action that will be further developed. Execution planning begins when the CINC and members of the JPEC receive the Planning Order or the Alert Order.

(2) **Actions taken during execution planning.** The execution planning stage encompasses three major tasks: execution planning, force preparation, and deployability posture reporting.

- **Execution planning** is the timely development of the OPOrd that can be executed when the NCA direct. The OPOrd is developed by modifying an existing OPLAN, expanding an existing CONPLAN, or building an OPOrd from scratch when no plan exists (NOPLAN). Understandably, the speed of completion is greatly affected by the amount of prior planning. JPEC actions are the same whether an Alert Order or Planning Order initiates execution planning.

- **Force preparation** focuses on the actual units designated to participate in the planned operation and their readiness for deployment. The five categories for deployability posture describe the status of troops and equipment, the unit availability to deploy, positioning of units on strategic lift, positioning of transportation support units at intermediate and debarkation ports, etc. The deployment posture is changed by direction of the Secretary of Defense.

- **Deployability posture reporting.** After receiving the CJCS Alert Order, commanders issue situation reports (SITREPs) per Joint Pub 1-03 to report early attainment of, or deviations from, a specified deployability posture. Newly identified forces report the time that they anticipate attaining the directed deployability posture.

(a) Emphasis during the phase, particularly during the task of execution planning, rests with the CINC and subordinate and supporting commanders, as summarized in **Figure 5-10**. They review the Planning or Alert Order to get the latest guidance on forces, timing, constraints, etc. They update and adjust planning done in Phase III, COA development, for any new force and sustainment requirements, and source forces and lift resources. All members of the JPEC act to identify and resolve shortfalls and limitations. As part of their parallel planning at this point, the Services and the CINC's

**THE JPEC DURING CRISIS ACTION PLANNING
PHASE V – EXECUTION PLANNING**

NCA	<ul style="list-style-type: none"> • Decide to authorize Deployment Preparation/Deployment Order
CJCS, The Joint Staff	<ul style="list-style-type: none"> • Monitor execution planning • Publish Deployment Preparation or Deployment Order, as directed • Evaluate situation and furnish guidance to continue CAP • Resolve conflicting materiel priorities & transportation shortfalls
Supported Command	<ul style="list-style-type: none"> • Converts approved COA into OPORD • Reviews force and unit-related support requirements • Confirms first increment of movement requirements • Resolves shortfalls and limitations • Notifies JPEC that force requirements are ready for sourcing • Publishes TPFDD LOI
Subordinate & Supporting Commands	<ul style="list-style-type: none"> • Identify early-deploying forces, assign tasks • Generate movement requirements • Develop supporting OPORDs • Begin SORTS reporting • Identify forces • Schedule movement for self-deploying forces • Identify shortfalls
USTRANSCOM	<ul style="list-style-type: none"> • Ensures that adequate transportation is available to support approved COA • Develops feasible transportation schedules • May have to focus on first increment of movement • Coordinates changes caused by conflicts and shortfalls
Services	<ul style="list-style-type: none"> • Determine mobilization requirements • Request authorization to mobilize, if necessary • Calculate sustainment • Identify shortfalls • Furnish augmentation forces • Schedule organic movements • Improve industrial preparedness • Begin SORTS reporting for identified forces

Figure 5-10

component commanders are sourcing the forces identified for planning. Planning concentrates on the earliest deploying units. Execution planning results in the preparation of the OPORD by the CINC. The subordinate and supporting commanders prepare supporting OPORDs.

(b) CJCS monitors the development of the CINC's OPORD in JOPES and resolves shortfalls that are presented. CJCS also reviews the final product for adequacy and feasibility and gives military advice to the NCA on the status of the situation.

(c) USTRANSCOM furnishes effective air, land, and sea transportation to support the approved COA or OPORD by applying transportation assets against the transportation requirements identified by the supported commander. Air and sea channels for movement of nonunit sustainment and personnel are established, and schedules for air and sea are created. Concentration is on the initial increment of movements, i.e., 7 days by air and 30 days by sealift.

(3) **Exchange of reports during Phase V.** The Planning/Alert Order is sent to the CINC as action addressee, and is also forwarded to subordinate commanders for their planning guidance. In addition, two important communications are exchanged in this phase.

(a) The supported commander publishes a TPFDD Letter of Instruction (LOI) that furnishes procedures for deployment, replacement, and redeployment of forces. The LOI gives instructions and direction to the components, supporting commands, and other members of the JPEC concerning lift allocation, reporting and validation requirements, and management of TPFDD data in general. JOPES Volume I gives an example of a TPFDD LOI.

(b) The OPORD is the product of the execution planning phase. Joint Pub 1-02 defines it as “a directive issued by a commander to subordinate commanders for effecting coordinated execution of an operation.” Joint Pub 1-03 gives the format for the OPREP-1 report, and CJCSM 3122.01, JOPES Volume I shows an abbreviated example. See Appendix H of this publication for a more detailed description of the contents of an OPORD. The supported commander’s OPORD is published with a major force list, instructions for the conduct of operations in the objective area, and the logistics and administrative plans for support of the operation. Movement data and schedules are entered into the JOPES database for access by all members of the JPEC. As part of the parallel planning, subordinate and supporting commands develop supporting OPORDs as required by the CINC. The CINC transmits copies of the completed OPORD by GENSER to CJCS to review for adequacy and feasibility. If an OPORD is contrary to the guidance contained in the CJCS Alert Order, or if circumstances change, requiring an adjustment in the OPORD, CJCS informs the CINC of the differences.

(4) **ADP support.** GCCS and JOPES ADP take on greater significance during this phase of the crisis: JPEC participants continue to use GCCS for communicating among themselves; GCCS allows rapid, accurate, and secure data transfer and offers access for file updating. The JPEC uses JOPES procedures and guidance furnished in the TPFDD LOI to build and refine the TPFDD. When planning participants do not have access to the JOPES computer files, they can use secure voice systems or message communications to exchange essential force and deployment data.

(5) **Conclusion of Phase V.** The phase ends when an executable OPORD is developed and approved for execution on order.

(6) **Phase timing.** The procedures in the preceding discussion have been described as occurring sequentially. During a crisis they may, in fact, be conducted concurrently or even eliminated, depending on prevailing conditions. For example, the CINC's ASSESSMENT in Phase I may serve as the recommended COA in the Commander's Estimate normally developed in Phase III. In some situations, no formal JCS Warning Order is issued, and the first record communication that the supported commander receives is the CJCS Planning Order or Alert Order containing the COA to be used for execution planning. It is equally possible that an NCA decision to commit forces may be made shortly after an event occurs, thereby compressing greatly Phases II through V. To appreciate fully the usefulness of CAP, it is important to recognize that no definitive length of time can be associated with any particular phase. Note also that severe time constraints may require crisis participants to pass information orally, including the decision to commit forces. In actual practice, much coordination is done over secure telephone or via TLECF throughout the JPEC during the entire CAP process.

EXECUTION

f. **Phase VI.** The execution phase starts with the NCA decision to choose the military option to deal with the crisis and execute the OPORD. The Secretary of Defense authorize CJCS to issue an **Execute Order** that directs the CINC to carry out the OPORD. The CINC then executes the OPORD and directs subordinate and supporting commanders to execute their supporting OPORDs.

(1) **Introduction.** The Execute Order is a record communication that may include further guidance, instructions, or amplifying orders. During execution, the supported and supporting commanders, Services, and defense agencies update information in the JOPES deployment database. USTRANSCOM monitors and coordinates the deployment per the supported commander's force and sustainment priorities. Members of the JPEC report movement of forces in the deployment database.

(2) **Actions taken during execution.** During the execution phase, changes to the original plan may be necessary because of tactical and intelligence considerations, force and nonunit cargo availability, availability of strategic lift assets, and POE and POD capabilities. Therefore, ongoing refinement and adjustment of deployment requirements and schedules, and close coordination and monitoring of deployment activities, are required. The JOPES deployment database should contain at least the following information at the time of OPORD execution: first, sourced combat, combat support, and combat service support requirements for assigned and augmentation forces; second, integrated critical resupply requirements identified by supply category, POD, and LAD; and third, integrated nonunit personnel filler and casualty replacements by numbers and day. Practical considerations require that planning concentrate on the first 7 days of air movement and the first 30 days of surface movement. Major changes to deployment plans with effective dates more than about seven days or so in the future will have very little impact on the scheduling process; however, changes with effective dates of seven

days or less may adversely affect the timely development of the airlift flow schedule. Adding requirements within those management windows may cause delays in other scheduled movements.

(a) CJCS publishes the CJCS Execute Order that defines D-day and the resource allocation and directs execution of the OPORD. Throughout execution, the staff monitors movements, assesses achievement of tasks, and resolves shortfalls as necessary.

(b) The CINC executes the order and transmits his own guidance to subordinates and supporting commanders. The CINC also monitors, assesses, and reports achievement of objectives; ensures that data are updated in the JOPES database; and re-plans, redeploys, or terminates operations as necessary. Depending on the size and complexity of the operation, the CINC's staff and those of the subordinate and supporting commands may be required to perform additional detailed planning specific to termination and redeployment operations. Joint Pub 3-35, *Deployment and Redeployment*, contains guidance on planning for such situations.

(c) The subordinate and supporting commanders execute their CINC-directed OPORDs, revalidate the sourcing and scheduling of units, report movement of organic lift, and report deployment movements on the JOPES database. These commanders conduct the operation as directed and fulfill their responsibilities to sustain their Service forces in the combat theater. USTRANSCOM components validate transportation movement planned for the first increment, adjust deployment flow and reschedule as required, and continue to develop transportation schedules for subsequent increments. Both statuses of movements and future movement schedules are entered in the JOPES database. **Figure 5-11** summarizes the activities of the JPEC during this phase of CAP.

(3) **Exchange of reports during Phase VI.** Two communications are exchanged in this phase: the CJCS Execute Order addressed to the CINC with copies to the other members of the JPEC and the CINC's Execute Order addressed to subordinates and supporting commanders.

(a) **CJCS Execute Order** is the authorization by the NCA to execute the military operation, i.e., the NCA-selected course of action detailed in the CINC's OPORD. Ideally, the execution will follow the procedures outlined in the preceding phases of CAP: information will have been exchanged in OPREP-1 CINC Assessment Reports and Commander's Estimates, guidance will have been received via the CJCS-published Warning and Planning Orders, preparation will have been permitted using the Deployment Preparation/Deployment Orders, and formal NCA direction will have been received in the Secretary of Defense-authorized Alert Order. Following these procedures, the most current guidance will have been given, periodic updates will have been received, and modifications reflecting changing conditions will have been issued as necessary. This is the preferred exchange of information.

**THE JPEC DURING CRISIS ACTION PLANNING
PHASE VI – EXECUTION**

<i>NCA</i>	<ul style="list-style-type: none"> • Authorize release of Execute Order
<i>CJCS, The Joint Staff</i>	<ul style="list-style-type: none"> • Publish Execute Order to • Direct deployment & employment of forces • Set D-day & H-hour (if necessary) • Convey essential information not contained in the Warning & Alert Orders • Monitor deployment & employment of forces • Resolve or direct resolution of conflicts
<i>Supported Command</i>	<ul style="list-style-type: none"> • Executes OPORD • Monitors force deployment • Validates movement requirements in increments • Resolves, reports shortfalls • Controls employment of forces • Issues Execute Order to subordinates • Updates deployment status on JDS
<i>Subordinate & Supporting Commands</i>	<ul style="list-style-type: none"> • Execute supporting OPORDs • Continue to furnish forces • Report movement requirements
<i>USTRANSCOM</i>	<ul style="list-style-type: none"> • Manages common-user transportation assets for transportation of forces and supplies • Reports progress of deployment to CJCS and CINC • Reports lift shortfalls to CJCS for resolution
<i>Services</i>	<ul style="list-style-type: none"> • Sustain forces

Figure 5-11

(b) Unfortunately, in a fast-developing crisis the CJCS Execute Order may be the first record communication generated by CJCS. The record communication may be preceded by a voice announcement. The issuance of the Execute Order is time-sensitive; the format may differ depending on the amount of previous record correspondence and applicability of prior guidance. Information already communicated in the Warning, Planning, or Alert Orders is not repeated. Under these conditions, the Execute Order need only contain the authority to execute the operation and any additional essential guidance, such as the date and time for execution. The broad outline of information that has already passed to the JPEC in the preceding Warning, Planning, or Alert Orders includes the following:

- reference
- narrative
- authority
- situation mission – a refined statement of tasks and purpose
- execution – course of action, allocation of combat forces, coordinating instructions, C-day and D-day, expected duration, PSYOP guidance, deployability status, OPSEC, deception guidance, etc.
- admin and logistics – allocation of strategic lift, load planning, logistics factors, public affairs guidance, etc.
- command and signal – communications guidance, command relationships

(c) The recommended format for the CINC's Execute Order to subordinates and supporting commanders is in JOPES Volume I. This follows the receipt of the CJCS message; it may give the detailed planning guidance resulting from updated or amplifying orders, instructions, or guidance that the CJCS Execute Order does not cover.

(4) **ADP support.** During execution the rapid exchange of information is necessary to allow a timely response to changing situations. GCCS permits communication of deployment schedules and rapid information update, and gives the JPEC the ability to monitor and report resource movement. Termination and redeployment planning also should continue.

503. CRISIS ACTION PROCEDURES – MULTIPLE-CRISIS ENVIRONMENT

Reference: CJCSM 3122.01, *Planning Policies and Procedures (JOPES Volume I)*

- a. **Definition.** Multiple-crisis procedures apply when these conditions are met:
 - Crisis Action Planning procedures are in progress for two or more crises;
 - competing demands for combat forces or resources exceed availability; and
 - the supported commanders are unable to resolve the conflict over combat forces or resources
- b. **Guidelines.** The possibility exists that multiple crises having a conflicting impact on national security issues might occur either within a single supported commander's theater of operations or in separate theaters that involve two or more CINCs.
- c. **Procedures.** JOPES Volume I discusses multiple-crisis guidelines to supplement the CAP single-crisis procedures. The procedures unique to multiple-crisis situations follow:

(1) Phase I – Situation Development. There are no unique procedures in observing and reporting multiple crises.

(2) Phase II – Crisis Assessment. The exchange of information between members of the JPEC is essential early in the planning process when elements are exploring responses to dynamic situations. When crises occur in two or more theaters, initial reports and subsequent status reports are furnished to all the supported commanders involved.

(3) Phase III – COA Development. The Warning Order for each crisis allocates combat force and lift resources to supported commanders. If forces or resources are insufficient, the Chairman will establish planning priorities. The Joint Materiel Priorities and Allocation Board (JMPAB) may be convened, if needed to allocate the available resources and strategic lift or recommend allocations to the Chairman. Support forces generally are allocated by the Services in rough proportion to the allocation of combat forces. The planning in Phase III can identify and resolve shortfalls and limitations early.

(4) Phase IV – COA Selection. In recommending COAs to the NCA, CJCS includes the impact of each COA on other COAs approved or contemplated. If necessary, CJCS recommends plan priority, and that resources be allocated according to that priority.

(5) Phase V – Execution Planning. Conflicts between CINCs in satisfying resource requirements are resolved at the CJCS level. The JTB and JMPAB may be convened. Force and nonunit cargo requirements are sourced, conflicts from units assigned multiple tasks are resolved, and shortfalls from unfilled requirements are identified. USTRANSCOM develops and integrates transportation movement schedules.

(6) Phase VI – Execution. The recognition during the execution of one OPORD of new threats from multiple crises may require the reallocation of resources, even though existing deployments may need to be halted or redirected.

d. **Summary.** The planning and execution of simultaneous military operations requires early identification of conflicts and shortfalls. Early resolution permits alternative COA development, earliest possible identification of allocated resources, and effective coordination between members of the JPEC. Mechanisms exist within supported commands and at the CJCS level to resolve resource allocation problems. Guidance from the NCA or CJCS ultimately establishes priorities and determine allocations for overcommitted forces or resources. Late resolution may result in revising the mission statements and replanning or amending existing OPORDs.

504. JOINT PLANNING SUMMARY. Operation plans developed in deliberate planning are entered into the JOPES deployment database, where the data are maintained to keep them current. That information is always available to the JPEC for developing COAs and OPORDs in response to crises as they occur.

a. **Deliberate Planning.** During peacetime, joint planners use the deliberate planning process to develop Concept Summaries, CONPLANS, and detailed OPLANs for contingencies as assigned in the JSCP. OPLANs are completed in detail, including a transportation-feasible TPFDD, to furnish some assurance that such major contingencies could be responded to in a timely manner should they arise. The development of an OPLAN with its detailed identification of force and sustainment requirements and their necessary phased introduction into theater can take 18 months or more. Once developed, the information is maintained in the JOPES deployment database to permit rapid retrieval and modification to meet a crisis.

b. **Crisis Action Planning.** In a crisis, the luxury of time available for lengthy detailed planning does not exist. For a contingency considered in the JSCP, the JPEC may build an OPORD using or adapting an existing OPLAN or CONPLAN. For contingencies not anticipated by deliberate planning, joint planners and operators are likely to be in a NOPLAN situation. They must develop COAs, a concept of operations, and a deployment database without the months of previous planning for the contingency. However, even though the crisis at hand may not resemble existing operation plans in detail, there are probably aspects of one or more plans in the database that could be adapted to the situation, speeding up the CAP process. Even if the response to a crisis has to be completely developed without adapting plans or parts of plans in the database, the process of developing the database in deliberate planning is what keeps the JPEC familiar with the procedures, policies, and JOPES ADP capabilities that make rapid development of OPORDs possible. Throughout the CAP process, planning information is exchanged over the GCCS, on secure phone, and by OPREP messages. The product of CAP is an executable OPORD published by the supported commander. The NCA exercise ultimate authority over selection of the COA and execution of the OPORD.

c. **The role of JOPES.** The framework of policies, procedures, processes, and ADP capabilities within which the JPEC carries out both deliberate and crisis action planning is JOPES. **Figure 5-12** depicts the relationship to both forms of planning of the functions of JOPES, discussed in Chapter 4. As can be seen, JOPES is an entire system for conducting joint contingency planning in both the deliberate and crisis response modes; it encompasses but is not limited to the ADP capabilities that joint planners use as tools to get the planning job done.

505. SUMMARY OF CRISIS ACTION PLANNING. In summary, a crisis is defined within the context of joint operation planning and execution as an incident or situation involving a threat to the United States, its territories, citizens, military forces, and possessions or vital interests. It often may develop rapidly and create a condition of such diplomatic, informational, or military importance that commitment of U.S. military forces and resources is contemplated to achieve national objectives. An adequate and feasible military response to a crisis demands a flexible adaptation of the basic planning process that emphasizes the time available, rapid and effective communications, and the use of previously accomplished contingency planning whenever possible. In time-sensitive situations, the JPEC follows formally established Crisis Action Planning and execution procedures to adjust and implement previously prepared contingency plans or to develop and execute OPORDs where no useful contingency plan exists for the evolving crisis. CAP procedures provide for the rapid and effective exchange of information and analysis, the timely preparation of military COAs for consideration by the NCA, and the prompt transmission of NCA decisions to supported commanders.

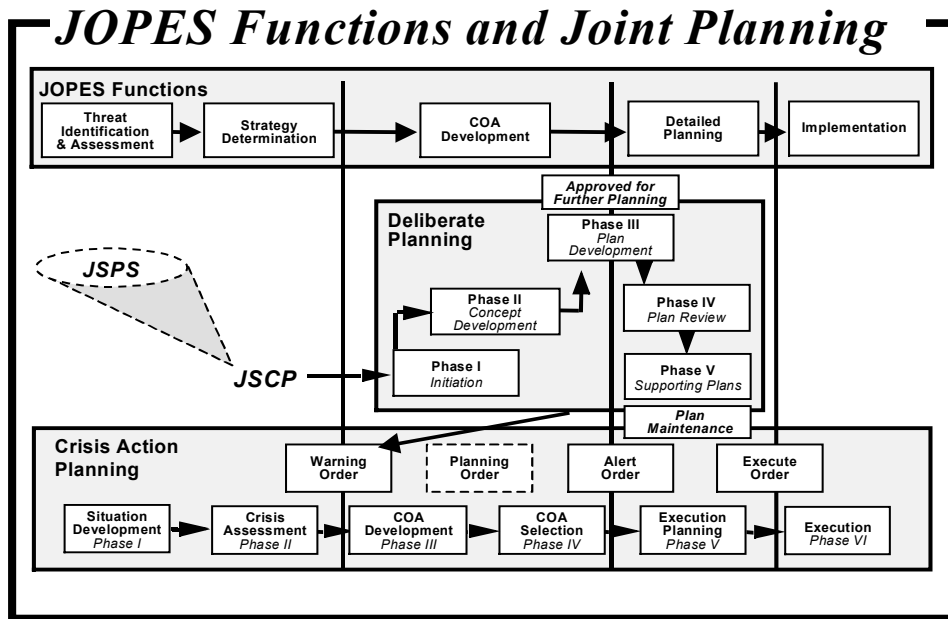


Figure 5-12