



User's Guide for JOPES

(Joint Operation Planning and Execution System)



1 May 1995



To successfully fight and win wars, war planning must be our central focus. We will develop the best possible plans using the collective wisdom available among all military planning staffs.

As forces are downsized, we must efficiently plan to use the resources entrusted us by the American people. While the new world security environment evolves, diverse threats to our national interests frequently require large and complex operations. The larger and more complex the operation, the more it critically depends on a com-

prehensive planning system to ensure any measure of success.

Future plans must incorporate, to the maximum extent possible, the warfighting employment principles outlined in joint doctrine; Joint Pubs 3-0 and 5-0 (*Joint Operations and Planning for Joint Operations*, respectively). In addition, future plans must be prudent and relevant to current and projected threats. Plans must clearly explain *how* and *why* forces are employed, in addition to *what* forces are to be deployed and *when*.

The products of our planning efforts must be able to stand up to the strongest scrutiny, including the ultimate test--*execution*.

I strongly recommend reading this guide--it encapsulates fundamental JOPES planning principles and procedures for both deliberate and crisis action planners.

A handwritten signature in black ink, which appears to read "John M. Shalikashvili". The signature is fluid and cursive.

JOHN M. SHALIKASHVILI
Chairman
of the Joint Chiefs of Staff

Table of Contents

EXECUTIVE SUMMARY	i
INTRODUCTION	1
JOPEs PUBLICATIONS AND DOCUMENTS.....	5
THE JOPEs PROCESS	6
<i>Campaign Planning</i>	<i>7</i>
<i>Deliberate Planning</i>	<i>8</i>
<i>Crisis Action Planning</i>	<i>9</i>
<i>Deliberate Plans</i>	<i>10</i>
JOPEs ADP SUPPORT SYSTEM.....	13
<i>Time-Phased Force and Deployment Data</i>	<i>14</i>
<i>The Global Command and Control System.....</i>	<i>18</i>
CONCLUSION.....	20
GLOSSARY	GL-1

(INTENTIONALLY BLANK)

EXECUTIVE SUMMARY

Joint warfare is essential to our Nation's capability to fight and win. The *nature* of modern warfare demands we plan and fight as a team. For joint forces to win in battle they must have a single, unified planning and execution framework capable of translating individual Service terminology and operational policies into a commonly understood language and standard operating procedures.

The Joint Operation Planning and Execution System (JOPES) combines individual Service terminology and operating procedures into one standard multifaceted system. It provides standardization to the joint planning system used for the execution of complex multi-Service exercises, campaigns and operations. JOPES uses a set of command and control techniques and processes, supported by a computerized information system, to ensure the right amount of timely support gets to the warfighter to ensure a decisive victory.

This primer will explain what JOPES is — and what it is not. It is written for commanders and war planners, new and novice users of JOPES, and those who have only a peripheral relationship with the system. If understood and used properly, JOPES becomes a combat multiplier, increasing our efficiency in joint planning and execution.

JOPES is the Chairman of the Joint Chiefs of Staff's (Chairman's) joint planning system. It covers the planning spectrum from the National Command Authorities (NCA) through the Chairman, to the combatant commanders (the CINCs) and the joint task force commanders. JOPES governs all aspects of conventional joint military operations planning and execution. It is the tool used by **all** echelons of planners and operators to speak a commonly understood language.

JOPES furnishes joint commanders and war planners at **all** levels standardized policies, procedures, and formats to produce and execute a variety of required tasks to include:

- **planning** — writing operation plans (OPLANs), operation plans in concept format (CONPLANs), functional plans, campaign plans, and operation orders (OPORDs); and
- **execution and deployment** (time-phased force and deployment data [TPFDD]) **management** — defining requirements for, and gaining visibility of, the movement of forces into the combatant commanders' area of responsibility (AOR).

JOPES is not simply a computer system. It **does** include automated data processing (ADP) support for planners and commanders by providing both hardware (computers) and software (programs) to facilitate joint operation planning and execution. JOPES ADP resides in the computer network of the World-Wide Military Command and Control System (WWMCCS), scheduled to be replaced in September 1995 by the Global Command and Control System (GCCS). The JOPES software applications support a variety of planning and execution functions. Together, the computer hardware and software systems assist the planners to:

- develop detailed deployment requirements,
- estimate logistics and transportation requirements and assess operation plan transportation feasibility,

- prioritize, replan, and track deployment status during execution, and
- refine deployment requirements and monitor the deployment.

JOPES deliberate and crisis action planning is described in detail in JOPES Volumes I and II, and in the Chairman of the Joint Chiefs of Staff Manual (CJCSM), *TPFDD Development and Deployment Execution*.

JOPES is, in the truest sense of the word, a System. It is **not** merely a computer! It is **not** a series of computer software programs! It is **not** just a standardized set of policies, procedures, and formats for conducting planning and execution! **It is the sum of all these parts!** The goal of this primer is to provide the reader a fundamental understanding of this system and the interaction of its parts.

INTRODUCTION

The Joint Operation Planning and Execution System (JOPES) is the integrated system used to plan and execute joint military operations.

JOPES is a combination of joint policies and procedures (guidance), and automated data processing (ADP) support used to plan and execute joint military operations. Although JOPES (and its related systems) has been used for over 20 years to support the development of operation plans and time-phased force and deployment data (TPFDD), the current automated system was given its first real baptism of fire in Operation Desert Shield to assist in managing a real world operational deployment. Since then, JOPES ADP has been used in virtually **every** deployment. Even though its performance is far from ideal, it has become an integral part of our ability to deploy forces.

JOPES is a combination of joint policies and procedures, supported by automated data processing (ADP), designed to provide joint commanders and planners with a capability to plan and conduct joint military operations.

This primer provides a general overview of JOPES. Its purpose is to correct the common misconception that JOPES is only an ADP system by explaining in clear and succinct terms what JOPES truly is. This document is intended to be used as a companion piece to the *User's Guide to Joint Operation Planning*, dated 11 September 1994. That document provides a more detailed overview of joint planning principles.

In war, nothing is achieved except by calculation. Everything that is not soundly planned in its detail yields no result.

The Maxims of Napoleon

The Joint Operation Planning and Execution System

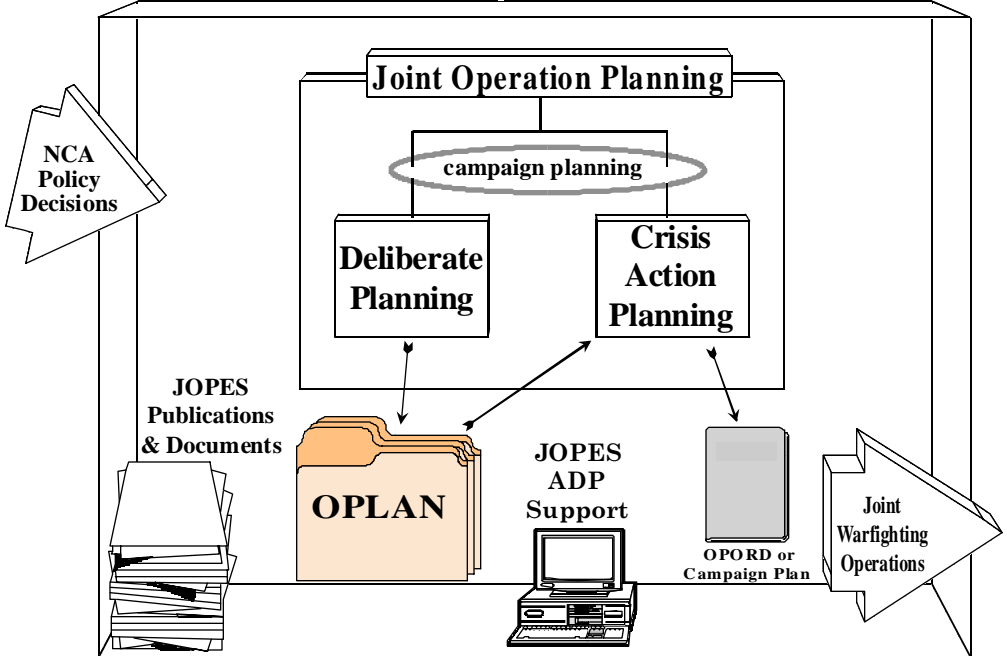


figure 1

JOPES provides a standardized framework for joint military planning and execution. The scope of JOPES is far broader than is generally understood.

Figure 1 depicts the various parts of JOPES. JOPES is the principal system within the Department of Defense (DOD) to translate NCA policy decisions into the joint combatant commander's air, land and sea operations. It does this by precisely defining DOD war planning and execution policies, designating specific procedures and formats, and providing ADP support to convert NCA decisions into joint operation plans. Joint operation plans are the blueprints for joint operations.

The Joint Planning and Execution Community (JPEC)

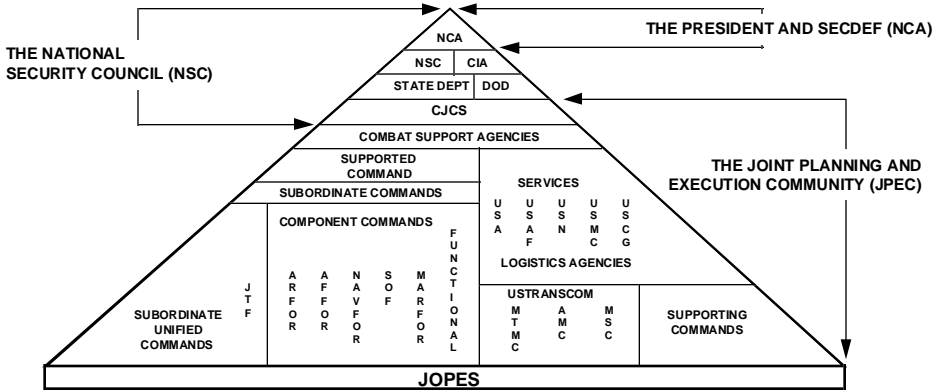


figure 2

The players in the joint planning process, as illustrated in figure 2, include the National Command Authorities (NCA) and the Joint Planning and Execution Community (JPEC).

The National Command Authorities (NCA) set national policy and strategic direction.

The President and Secretary of Defense, as the NCA, sit atop the pyramid. They provide the ultimate decision on national policy and overall strategic direction of the U.S. Armed Forces. They are supported by the executive departments and organizations within the Office of the President, primarily the National Security Council (NSC).

The National Security Council (NSC) System supports the NCA in the execution of their policy decisions.

The NSC is the principal forum to deliberate national security policy issues. The NSC provides the framework to establish national security strategy and policy decisions for implementation by the President in his role as commander-in-chief. The President either issues orders directly to the military to implement his national security strategy or he mandates military action by using directives. These di-

rectives can take the form of: the national security strategy document, national security directives, presidential directives, or executive orders.

The Joint Planning and Execution Community (JPEC) plans and conducts joint operation plans.

As depicted in the lower portion of the pyramid, the JPEC consists of those headquarters, commands, and agencies involved in the training, preparation, movement, reception, employment, support, and sustainment of military forces assigned to a theater of operations. The JPEC principals are the Chairman and the Joint Staff, who publish the task-assigning documents, review the products, and approve the final version of peacetime plans. The supported commands and their subordinates are responsible for developing and executing operation plans and orders. The Services and their logistics agencies play a key support role by organizing, equipping, training, and maintaining forces for the combatant commands.

JOPES is a system which includes:

JOPES is a system which translates NCA decisions into combatant commander's joint operations. It includes:

publications and documents,

- a **set of publications and documents**, which guide the development of OPLANs and OPORDs

an operation planning process, and

- an **operation planning process**, which develops deliberate plans (OPLANS) and operation orders (OPORD), and

an ADP support system.

- an **ADP support system**, which provides the data processing support required for the development of OPLANs and OPORDs.

JOPEs PUBLICATIONS AND DOCUMENTS

There are three primary JOPEs publications:

JOPEs publications establish the formats and guidance to govern warplan (OPLAN and OPORD) development by joint force commanders:

JOPEs Volume I,

▫ *Joint Publication 5-03.1, Joint Operation Planning and Execution System, Volume I, (Planning Policies and Procedures),* dated 4 August 1993, (to be staffed as CJCSM 3122.01);

JOPEs Volume II, and

▫ *Chairman of the Joint Chiefs of Staff Manual (CJCSM) 3122.03 draft, Joint Operation Planning and Execution System, Volume II, (Planning Formats and Guidance),* dated 13 October 1994; and

CJCSM 3122.02.

▫ *TPFDD Development and Deployment Execution,* dated 9 December 1994.

JOPEs Volume I defines the process for both deliberate planning and crisis action planning.

Volume I provides the guidance commanders and their staffs use to develop and execute joint operations. It provides specific, detailed, and standardized procedures and guidance for:

- conducting deliberate planning,
- writing OPLANs, CONPLANs (with and without TPFDD), and functional plans,
- conducting crisis action planning, and
- writing OPORDs.

JOPEs Volume I also provides specific formats and checklists used for crisis response by commanders and their staffs during crisis action planning.

JOPES Volume II provides the administrative instructions and formats for developing joint operation plans.

Volume II is a set of instructions (standardized procedures) used by commanders and their staffs to write OPLANs, CONPLANs, and functional plans.

CJCSM 3122.02 provides policies and procedures for deployment execution.

CJCSM 3122.02 provides guidance for the execution and management of real world *deployments*.

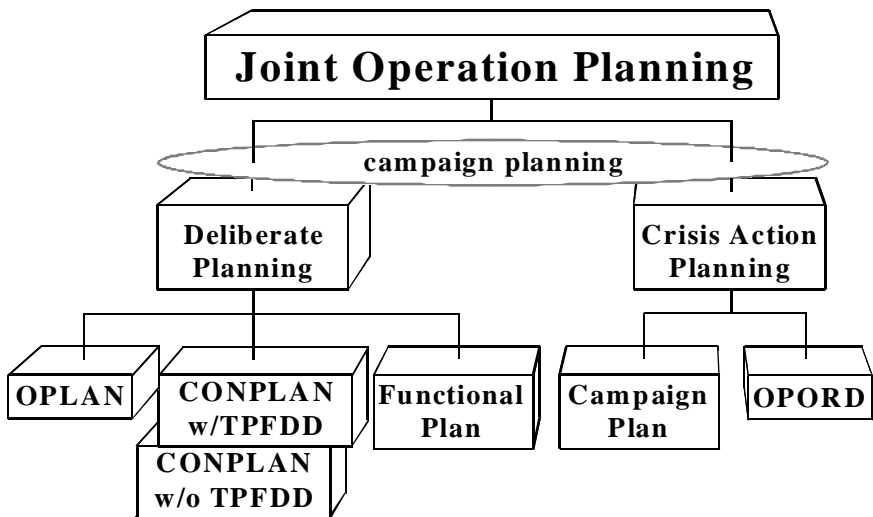


figure 3

THE JOPES PROCESS

Three planning categories fall within the scope of joint operation planning:

- *campaign planning,*
- *deliberate planning,*
- *and*
- *crisis action planning.*

Plans are developed under different processes depending on the focus of the specific plan (figure 3). They are campaign, deliberate, and crisis action planning. These processes are interrelated; campaign planning principles contribute to both deliberate and crisis action planning.

Campaign Planning

Campaign planning is the responsibility of the combatant commander. Though it is not a structured formal process like deliberate and crisis action planning, campaign planning principles apply to both.

Campaign planning helps facilitate a transition from deliberate to crisis action planning.

Campaign planning allows CINCs to translate national strategy and objectives into unified plans for military action by specifying how operations and logistics will be used to achieve success within a given space and time. It embodies the combatant commander's strategic vision of the related operations necessary to attain theater strategic objectives.

If the scope of contemplated operations requires it, campaign planning begins with deliberate planning. It continues through crisis action planning, thus unifying both planning processes. The degree to which the deliberate plan may serve as the core for a campaign plan is dependent on the plan assumptions, commander's intent, and available resources. Campaign planning and its relation to joint operation planning is discussed in detail in Joint Pub 5-0 *Doctrine for Planning Joint Operations*, dated 15 August 1994.

War plans cover every aspect of a war, and weave them all into a single operation that must have a single, ultimate objective in which all particular aims are reconciled.

Clausewitz, On War

Deliberate Planning

Deliberate planning involves a structured process using the JOPES five-phased methodology:

The deliberate planning process develops joint operation plans for contingencies identified in joint strategic planning documents. These planning documents include the Secretary of Defense's annual "Contingency Planning Guidance" (CPG) (which provides written policy guidance for contingency planning) and the Chairman's "Joint Strategic Capabilities Plan" (JSCP) (which provides guidance to the CINCs and Service Chiefs for accomplishing military tasks and missions based on current military capabilities). Deliberate planning is completed in five phases based on JOPES guidance.

i. Initiation,

□ Phase I, **initiation**, specifies strategic objectives and planning assumptions, specifies the type of plan for each task, and apportions major combat and strategic forces to the CINCs for planning. This information is provided to the CINCs in the JSCP.

ii. Concept development,

□ In response to the JSCP assigned task, the CINCs, during Phase II, **concept development**, conduct mission analysis, identify friendly and enemy centers of gravity, determine the commander's overall intent for the operation and develop the staff estimates. The final result of Phase II is a CINC's strategic concept, which is submitted to the Chairman, as required, for review and approval.

iii. Plan development,

□ After the CINC's strategic concept is approved, Phase III, **plan development**, begins with full plan development and documentation. This process produces force, support, and transportation planning documents to support the CINC's concept of operations. This process will be discussed in detail later in this primer, during discussions on TPFDD development.

iv. Plan review, and

- In Phase IV, **plan review**, the plan is reviewed for adequacy, feasibility, acceptability, and compliance with joint doctrine. Those plans requiring approval by the Chairman will be reviewed by the Joint Staff, Services, and combat support agencies (CIO, DIA, DISA, DLA, DMA, and NSA).

v. Supporting plans development.

- During Phase V, **supporting plans development**, emphasis shifts to subordinate and supporting commanders as they complete their plans to augment the CINC's plan.

Crisis Action Planning (CAP)

Crisis Action Planning (CAP) is conducted for the actual commitment of allocated forces, based on an existing situation.

Crisis action planning, like deliberate planning, involves a structured process following the guidance established in JOPES publications. This planning process results in the time-sensitive development of campaign plans and operation orders (OPORDs) for execution.

CAP follows a JOPES prescribed six-phased development process:

i. Situation development,

- Phase I, **situation development**, is initiated with the perception or recognition of a crisis and results in the development of the CINC's assessment.

ii. Crisis assessment,

- Phase II, **crisis assessment**, is the NCA and Chairman's evaluation of the CINC's assessment and determination whether a crisis is imminent.

iii. Course of action development,

- During Phase III, **course of action development**, the NCA or the CINC develops one or more courses of action. The CINC submits the commander's estimate and recommendation to the Chairman.

iv. Course of action selection,

v. Execution planning, and

vi. Execution.

▫ In Phase IV, **course of action selection**, the NCA decides on a course of action.

▫ In Phase V, **execution planning**, the CINC develops a campaign plan or OPORD, and TPFDD.

▫ Phase VI, **execution**, is the NCA decision to execute the campaign plan or OPORD.

The crisis action planning process results in the time-sensitive development of joint operation plans (campaign plans and OPORDs) for execution.

OPORDs are prepared in prescribed JOPES formats during crisis action planning. They are in the form of a directive issued by a commander to subordinate commanders to effect the coordinated execution of an operation.

Deliberate Plans

Deliberate plans establish a framework for rapid transition to crisis response. There are four types of deliberate plans; OPLANs, CONPLANs, CONPLANs with TPFDDs, and functional plans.

Based on the Chairman's JSCP planning requirements, the CINCs prepare four types of deliberate plans; OPLANs, CONPLANs (with and without TPFDDs), and functional plans. These plans facilitate the rapid transition to crisis response. Each plan has different JOPES procedural and format requirements. However, all follow the basic format of a five-paragraph order;

But in truth, the larger the command, the more time must go into planning; the longer it will take to move troops into position, to reconnoiter, to accumulate ammunition and other supplies, and to coordinate other participating elements on the ground and in the air. To a conscientious commander, time is the most vital factor in his planning. By proper foresight and correct preliminary action, he knows he can conserve the most precious elements he controls -- the lives of his men.

General Mathew B. Ridgway, *The Korean War*

-
1. Situation
 2. Mission
 3. Execution
 4. Administration and logistics
 5. Command and control

Operation Plan (OPLAN)

An OPLAN is a complete and detailed joint operation plan.

OPLANs are prepared when:

- the contingency has a compelling national interest and is critical to national security,
- the nature (large scale) of the contingency requires detailed prior planning for complex issues,
- detailed planning contributes to deterrence,
- detailed planning is required to support multinational planning, or
- detailed planning is necessary to determine specific force and sustainment requirements.

An OPLAN includes a full description of the concept of operations using all documentation applicable to a JOPES structured plan. It identifies the specific forces, functional support, and resources necessary to implement the plan and provides closure estimates for their movement into the theater. OPLANs can be quickly converted to OPORDs.

OPLANs include:

- ***detailed annexes with associated appendices and***
 - may include as many as 20 JOPES prescribed annexes with associated appendices and
- ***Time-Phased Force and Deployment Data.***
 - always include time-phased force and deployment data (TPFDD). (TPFDDs are discussed in more detail later in this primer.)

Because of the detailed nature of an OPLAN, JOPES guidance requires a thorough presentation of the commander's operational concept. JOPES requires all annexes and appendices to contain detailed information on the CINC's concept of operations, combat support, and combat service support activities.

Operation Plan in Concept Format (CONPLAN)

A CONPLAN is a joint operation plan in an abbreviated, "concept" format. There are two types of CONPLANS:

A CONPLAN requires considerable expansion or alteration to convert into an OPLAN, campaign plan, or OPORD. In a CONPLAN, all the elements of the basic OPLAN are included in summary form except mission, situation, assumptions, and concept of operations. These elements are fully developed. The full complement of annexes and appendices are not required in a CONPLAN. CONPLANS contain a summary of logistics requirements and major constraints regarding forces, movement, or logistic support that significantly affect implementation of the plan.

A CONPLAN without a TPFDD and

A CONPLAN (without a TPFDD) is normally required when:

- the contingency has a less compelling interest but is important to national security;
- binational alliance or treaty arrangement requires contingency planning by the signatory countries;
- the contingency is smaller in scale, requires less detailed planning, and can be handled in the near term with more general capabilities-based concepts; or
- no specific threat has been identified.

A CONPLAN with a TPFDD.

A CONPLAN with TPFDD is a CONPLAN that requires *more detailed planning for the phased deployment of forces*. Like an OPLAN, it is prepared when the contingency has a compelling national interest and is critical to national security—however, it is *not* as likely to occur in the near term. The larger scale of the possible contingency requires more detailed planning than would normally be conducted for a CONPLAN. Preparing a CONPLAN with TPFDD follows the same JOPES procedures as developing an OPLAN.

Functional Plans

Functional plans are developed for specific military operations in a permissive or non-hostile environment (for example, intratheater logistics, communications, and continuity of operations).

Functional plans may also be developed by combatant commanders to address “functional peacetime operations” such as disaster relief, humanitarian assistance, or peace operations. They may be developed in response to JSCP tasks, as a CINC initiative, or as tasked by a Service or defense agency acting as an executive agent for the Secretary of Defense (for example, military support to civil authorities).

Functional plans are structured as CONPLANs (without a TPFDD), following published JOPES formats. Annexes and appendices are developed as required.

JOPES ADP SUPPORT SYSTEM

Except for TPFDD development, JOPES deliberate and crisis action planning is essentially a manual process.

In crisis action planning, JOPES ADP support is used to refine existing TPFDDs or develop new ones. At execution, JOPES ADP manages the deployment of forces and their equipment into the Area of Operations.

JOPES ADP is the largest of several software programs operating on the WWMCCS inter-computer network (WIN), a secure, world-wide system of computers.

JOPES ADP helps planners build and maintain TPFDDs.

The World-Wide Military Command and Control System (WWMCCS) family of computers provides the hardware supporting JOPES. It is an aging system, currently scheduled to be replaced by the Global Command and Control System (GCCS) in September 1995.

The JOPES ADP software is made up of hundreds of individual computer programs. The current software is designed to support deployment planning. While this is crucial to deliberate planning, it can not adequately support deployment/redeployment during mobilization, employment, and sustainment.

Time-Phased Force and Deployment Data (TPFDD)

A TPFDD is a computer database used to identify types of forces and actual units required to support an OPLAN or OPORD. In addition, TPFDDs contain estimates of logistics support and designate ports for loading (embarkation) and unloading (debarkation). Finally, the TPFDD, based on planner input, establishes the sequence for moving the forces and their support (time phasing) into the Area of Operations. The time-phased forces, and their associated cargo and passenger movement requirements, are used as the basis for actual transportation scheduling. JOPES ADP depends on Service planning systems for these force and support requirements. The JOPES data base is distributed worldwide and provides a single information source for movement status.

Developing a TPFDD involves four main processes:

Force planning,

JOPES ADP helps planners build the force list during **force planning**. Force planning begins when the combatant commander identifies the major apportioned forces needed to support his concept of operations, and continues with the identification of combat support and combat service support force requirements. Initially, for gross planning estimates, notional (generic) units may be designated. As the process continues, however, actual units must be identified.

Support planning,

TPFDD development then shifts to **support planning**. Various software programs use the force list to estimate time-phased lift requirements for supplies, equipment, and replacement personnel needed to sustain the forces specified during force planning. The quantities are determined using planning models to derive gross quantities (weight and volume). Unique computer programs provide support for specialized planning models such as civil engineering and medical support.

JOPES [ADP] was the single tool which enabled this command to oversee and coordinate the movement in record time of over 400,000 personnel and six million tons of cargo.

General H. Norman Schwarzkopf, CINCCENT

We could not have conducted this enormous deployment without JOPES [ADP].

General H.T. Johnson, CINCTRANS

The Current TPFDD Development Process

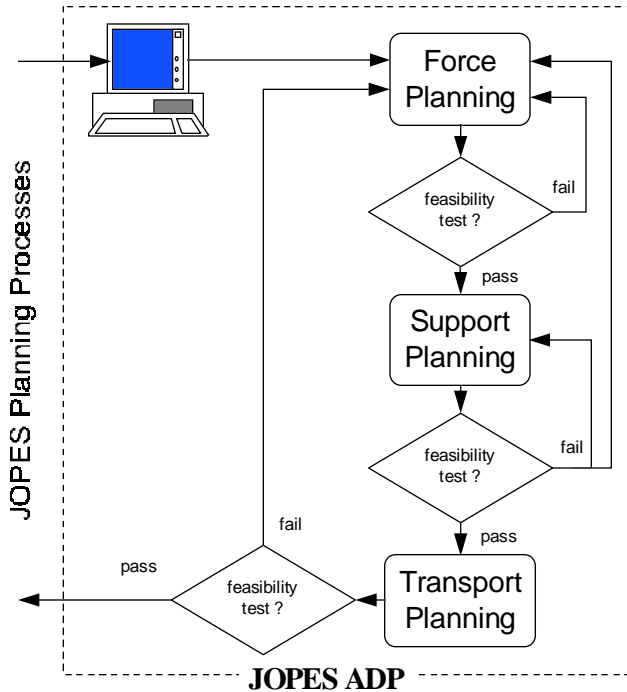


figure 4

Transportation planning, and

During **transportation planning**, all of the forces are time-phased into the Area of Operations. JOPES software compares apportioned transportation assets to the forces to be moved, factors in their sustainment requirements and time-phasing, and determines if the planned forces can be moved to the Area of Operations to meet the CINC's needs. The product of this process is a capabilities-based, transportation-feasible database containing all the forces, materiel, and personnel needed to execute the CINC's concept of operations. This transportation-feasible database is the TPFDD.

Deployment/Redeployment Execution.

The process of developing the TPFDD with the current JOPES ADP software is sequential (figure 4). This figure depicts the development of a

TPFDD based on three of the main processes; force planning, support planning, and transportation planning. Each process must be completed before proceeding to the next one. For example, force planning must be completed before support planning begins, and support planning must be finished before starting transportation planning. Also, it may be necessary to drop back to revisit previous steps, or in the worst case start over. Each step is the responsibility of one or more separate agencies or commands located around the world. This complex operation was acceptable for a multi-year deployment-based deliberate planning cycle. Today, however, emphasis has shifted to an execution-based crisis action planning procedure. A crisis action planning cycle and **deployment/redeployment execution** require immediate data access, and a response time measured in hours, not days.

The TPFDD becomes the basis for actual transportation scheduling for force deployment and redeployment.

At execution, the TPFDD developed during deliberate planning (or a new one developed during crisis action planning) is refined and movement requirements are validated. This validated TPFDD becomes the basis for actual transportation scheduling for force deployment, and subsequent redeployment. Supply and replacement personnel estimates developed during planning are used as a source for establishing transportation channels for sustainment movement. In short, the JOPES data base is a single source for force deployment movement requirements and status.

JOPES ADP support at execution is currently only marginally effective.

JOPES ADP support for execution evolved from a deliberate planning tool not originally designed to support movement. However, without JOPES ADP support, as limited as it is, execution of any sizable deployment would be virtually unmanageable. New tools are being developed to correct deficiencies. *When fully implemented*, the Global Command and

Control System (GCCS) will provide needed modernization of JOPES ADP hardware. However, software redesign and procedural changes are required to effectively support execution. It should be noted that user discipline (rigorous adherence to JOPES procedures) at all levels will always be vital for JOPES to provide visibility of actual movement of units and sustainment during execution.

The Global Command and Control System

When fully implemented, the Global Command and Control System will provide needed modernization of JOPES ADP hardware.

GCCS is the embodiment of the Command, Control, Communications, Computers and Intelligence (C4I) for the Warrior concept. C4I for the Warrior, through GCCS, will provide the necessary information for warfighters to fight and win on the battlefield today and in the future.

The first operational version of GCCS is scheduled to come on line in September 1995. JOPES ADP is just one of many C2 systems that will migrate to GCCS. Initially, GCCS will provide the same planning and execution capability as the JOPES ADP currently residing on WWMCCS. Future modifications, however, will modernize JOPES ADP and combine its capabilities with other C2 systems to form a more powerful, integrated tool for warplanning. Upgrades to JOPES capabilities will provide the warfighter the tools to support execution as well as planning.

GCCS will provide the combatant commander a complete picture of the battlefield and the ability to order, respond, and coordinate C2 information.

Along with many other capabilities, GCCS will integrate:

- Deliberate and Crisis Action Planning
- Force Deployment and Employment
- Fire Support
- Air Operations and Planning
- Intelligence

JOPES Distributed systems and processes integrated through GCCS

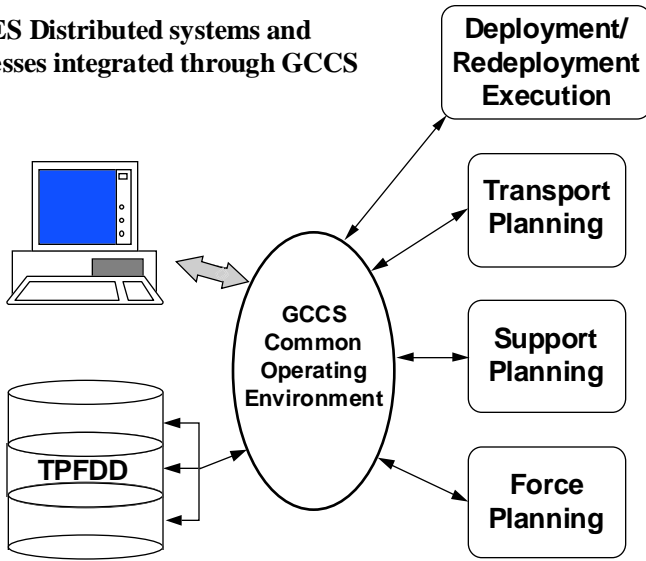


figure 5

▫ Force Status (SORTS)

GCCS is designed to allow planning and execution capabilities to expand as additional user requirements are identified. GCCS is essentially a common operating environment within which new applications will operate. As new systems are developed, they will be designed to easily “plug” into the GCCS environment (see figure 5).

GCCS will meet current needs as well as evolving joint operation planning and execution requirements.

When fully operational, GCCS state-of-the-art hardware and software should greatly enhance current joint operation planning and execution capabilities and facilitate future modifications.

CONCLUSION

Joint doctrine and operation planning principles within JOPES guide the commander's development of joint operation plans and employment aspects of those plans.

Joint operation planning and execution is conducted within the chain of command that runs from the NCA to the combatant commander, and through joint task force commanders, down to the operational forces. Planning and execution includes the preparation of joint operation plans (OPLANs, CONPLANs, functional plans, OPORDs, and campaign plans). JOPES supports the development of these plans and orders by providing policies, procedures, formats, and ADP support for their construction. Joint doctrine and operation planning principles within JOPES guide the commander's development of warfighting and employment aspects of his plan.

JOPES procedures and formats capture the interrelationships of deliberate and crisis action planning, and guide the joint planning and execution process

The goal of this primer is to provide the reader a fundamental understanding of JOPES, particularly planning and execution processes and the types of plans developed under JOPES. JOPES procedures and formats capture the interrelationships of deliberate and crisis action planning, and provide and guide the joint planning and execution process.

REMEMBER

JOPES is, in the truest sense of the word, a **system**. It is **not** merely a computer! It is **not** a series of computer software programs! It is **not** just a standardized set of policies, procedures, and formats for conducting planning and execution! **JOPES is the sum of all these parts!**

GLOSSARY

PART I—ABBREVIATIONS AND ACRONYMS

ADP	automated data processing
C2	command and control
CAP	crisis action planning
CINC	commander of a combatant command; commander in chief
CJCSM	Chairman of the Joint Chiefs of Staff Manual
CONPLAN	operation plan in concept format
CPG	Contingency Planning Guidance
DPG	Defense Planning Guidance
DOD	Department of Defense
GCCS	Global Command and Control System
JOPEs	Joint Operation Planning and Execution System
JPEC	Joint Planning and Execution Community
JSCP	Joint Strategic Capabilities Plan
JSPS	Joint Strategic Planning System
NCA	National Command Authorities
NSC	National Security Council
OPLAN	operation plan
OPORD	operation order
TPFDD	time-phased force and deployment data
WIN	Worldwide Military Command and Control System (WWMCCS) Intercomputer Network
WWMCCS	Worldwide Military Command and Control System

PART II—TERMS AND DEFINITIONS

acceptability. Operation plan review criterion. The determination whether the contemplated course of action is worth the cost in manpower, material, and time involved; is consistent with the law of war; and militarily and politically supportable. (Joint Pub 1-02)

adequacy. Operation plan review criterion. The determination whether the scope and concept of a planned operation are sufficient to accomplish the task assigned. (Pub 1-02)

alliance. An alliance is the result of formal agreements (i.e., treaties) between two or more nations for broad, long-term objectives which further the common interests of the members. (Joint Pub 1-02)

allocation. In a general sense, distribution of limited resources among competing requirements for employment. Specific allocations (e.g., air sorties, nuclear weapons, forces, and transportation) are described as allocation of air sorties, nuclear weapons, etc. (Joint Pub 1-02)

apportionment. In the general sense, distribution for planning of limited resources among competing requirements. Specific apportionments (e.g., air sorties and forces for planning) are described as apportionment of air sorties and forces for planning etc. (Joint Pub 1-02)

campaign. A series of related military operations aimed at accomplishing a strategic or operational objective within a given time and space. (Joint Pub 1-02)

campaign planning. The process whereby combatant commanders and subordinate joint force commanders translate national or theater strategy into operational concepts through the development of campaign plans. Campaign planning may begin during deliberate planning when the actual threat, national guidance, and available resources become evident, but is normally not completed until after the National Command Authorities select the course of action during crisis action planning. Campaign planning is conducted when contemplated military operations exceed the scope of a single major joint operation. (Joint Pub 1-02)

campaign plan. A plan for a series of related military operations aimed at accomplishing a strategic or operational objective within a given time and space. (Joint Pub 1-02)

CINC's strategic concept. Final document produced in Step 5 of the concept development phase of the deliberate planning process. The CINC's strategic concept is used as the vehicle to distribute the CINC's decision and planning guidance for accomplishing Joint Strategic Capa-

bilities Plan or other Chairman of the Joint Chiefs of Staff (CJCS) takings. CJCS approval of the strategic concept becomes the basis of the plan for development into an operation plan or operation plan in concept format. Formerly called “the concept of operations.” Also called CSC. (Joint Pub 1-02)

combatant command. A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. Combatant commands typically have geographic or functional responsibilities. (Joint Pub 1-02)

combatant commander. A commander in chief of one of the unified or specified combatant commands established by the President. (Joint Pub 1-02)

concept of operations. A verbal or graphic statement, in broad outline, of a commander’s assumptions or intent in regard to an operation or series of operations. The concept of operations frequently is embodied in campaign plans and operation plans; in the latter case, particularly when the plans cover a series of connected operations to be carried out simultaneously or in succession. The concept is designed to give an overall picture of the operation. It is included

primarily for additional clarity of purpose. Also called commander’s concept. (Joint Pub 1-02)

contingency. An emergency involving military forces caused by natural disasters, terrorists, subversives, or by required military operations. Due to the uncertainty of the situation, contingencies require plans, rapid response, and special procedures to ensure the safety and readiness of personnel, installations, and equipment. (Joint Pub 1-02)

contingency planning. The development of plans for potential crisis involving military requirements that can reasonably be expected in an area of responsibility. Contingency planning for joint operations is coordinated at the national level to support Secretary of Defense Contingency Planning Guidance (CPG), strategic requirements in the National Military Strategy, and emerging crises. Contingency planning can occur anywhere within the range of military operations and may be performed deliberately or under crisis action conditions. Contingency planning for joint operations is coordinated at the national level by assigning planning tasks and relationships among the combatant commanders and apportioning or allocating them the forces and resources available to accomplish those tasks. Commanders throughout the unified chain of command may task their staffs and subordi-

nate commands with additional contingency planning tasks beyond those specified at the national level to provide broader contingency coverage. (Joint Pub 1-02)

Contingency Planning Guidance. A planning document that fulfills the statutory duty of the Secretary of Defense to furnish annually, to the Chairman of the Joint Chiefs of Staff, written policy guidance for contingency planning. The Secretary furnishes this guidance with the approval of the President after coordination with the Chairman of the Joint Chiefs of Staff. The CPG focuses the guidance given in the National Military Strategy and Defense Planning Guidance, and has direct impact on the JSCP.. Also called CPG. (AFSC Pub 1)

course of action. 1. A plan that would accomplish, or is related to, the accomplishment of a mission. 2. The scheme adopted to accomplish a task or mission. It is a product of the Joint Operation Planning and Execution System concept development phase. The supported commander will include a recommended course of action in the commander's estimate. The recommended course of action will include the concept of operations, evaluation of supportability estimates of supporting organizations, and an integrated time-phased data base of combat, combat support, and combat service support forces and sustainment. Refinement of this data

base will be contingent on the time available for course of action development. When approved, the course of action becomes the basis for the development of an operation plan or operation order. Also called COA. (Joint Pub 1-02)

course of action development. The phase of the Joint Operation Planning and Execution System within the crisis action planning process that provides for the development of military responses and includes, within the limits of the time allowed: establishing force and sustainment requirements with actual units; evaluating force, logistic, and transportation feasibility; identifying and resolving resource shortfalls; recommending resource allocations; and producing a course of action via a commander's estimate that contains a concept of operations, employment concept, risk assessments, prioritized courses of action, and supporting data bases. (Joint Pub 1-02)

crisis. An incident or situation involving a threat to the United States, its territories, citizens, military forces, possessions, or vital interests that develops rapidly and creates a condition of such diplomatic, economic, political, or military importance that commitment of US military forces and resources is contemplated to achieve national objectives. (Joint Pub 1-02)

crisis action planning. 1. The Joint Operation Planning and Execution System process involving the time-sensitive development of joint operation plans and orders in response to an imminent crisis. Crisis action planning follows prescribed crisis action procedures to formulate and implement an effective response within the timeframe permitted by the crisis. 2. The time-sensitive planning for the deployment, employment, and sustainment of assigned and allocated forces and resources that occurs in response to a situation that may result in actual military operations. Crisis action planners base their plan on the circumstances that exist at the time planning occurs. Also called CAP. (Joint Pub 1-02)

deliberate planning. 1. The Joint Operation Planning and Execution System process involving the development of joint operation plans for contingencies identified in joint strategic planning documents. Conducted principally in peacetime, deliberate planning is accomplished in prescribed cycles that complement other Department of Defense planning cycles in accordance with the formally established joint strategic planning system. 2. A planning process for the deployment and employment of apportioned forces and resources that occurs in response to a hypothetical situation. Deliberate planners rely heavily on assumptions regard-

ing the circumstances that will exist when the plan is executed. (Joint Pub 1-02)

deployment planning. Operational planning directed toward the movement of forces and sustainment resources from their original locations to a specific operational area for conducting the joint operations contemplated in a given plan. Encompasses all activities from origin or home station through destination, specifically including intra-continental United States, intertheater, and intratheater movement legs, staging areas, and holding areas. (Joint Pub 1-02)

employment. The strategic, operational, or tactical use of forces. (Joint Pub 1-02)

employment planning. Planning that prescribes how to apply force/forces to attain specified military objectives. Employment planning concepts are developed by combatant commanders through their component commanders. (Joint Pub 1-02)

execution planning. The phase of the Joint Operation Planning and Execution System crisis action planning process that provides for the translation of an approved course of action into an executable plan of action through the preparation of a complete operation plan or operation order. Execution planning is detailed planning for the commitment of specified forces and resources. During crisis action planning, an ap-

proved operation plan or other National Command Authorities-approved course of action is adjusted, refined, and translated into an operation order. Execution planning can proceed on the basis of prior deliberate planning, or it can take place in the absence of prior planning. (Joint Pub 1-02)

feasibility. Operation plan review criterion. The determination of whether the assigned tasks could be accomplished by using available resources. (Joint Pub 1-02)

functional plans. Plans involving the conduct of military operations in a peacetime or permissive environment developed by combatant commanders to address requirements such as disaster relief, nation assistance, logistics, communications, surveillance, protection of US citizens, nuclear weapon recovery and evacuation, and continuity of operations, or similar discrete tasks. They may be developed in response to the requirements of the Joint Strategic Capabilities Plan, at the initiative of the CINC, or as tasked by the supported combatant commander, Joint Staff, Service, or Defense agency. Chairman of the Joint Chiefs of Staff review of CINC-initiated plans is not normally required. (Joint Pub 1-02)

interoperability. 1. The ability of systems, units or forces to provide service to and accept services from other systems, units, or forces and to use

the services so exchanged to enable them to operate effectively together. 2. The condition achieved among communications-electronics systems or items of communications-electronics equipment when information or services can be exchanged directly and satisfactorily between them and/or their users. The degree of interoperability should be defined when referring to specific cases. (Joint Pub 1-02)

joint force commander. A general term applied to a combatant commander, subunified commander, or joint task force commander authorized to exercise combatant command (command authority) or operational control over a joint force. Also called JFC. (This term and its definition are provided for information and are proposed for inclusion in the next edition of Joint Pub 1-02 by Joint Pub 0-2.)

joint operation. A general term to describe military actions conducted by joint forces, or by Service forces in relationships (e. g. support, coordinating authority), which, of themselves, do not create joint forces. (This term and its definition are provided for information and are proposed for inclusion in the next edition of Joint Pub 1-02 by Joint Pub 0-2.)

joint operation planning. Planning for contingencies which can reasonably be anticipated in an area of responsi-

bility or joint operations area of the command. Planning activities exclusively associated with the preparation of operation plans, operation plans in concept format, campaign plans, and operation orders (other than the single integrated operation plan) for the conduct of military operations by the combatant commanders in response to requirements established by the Chairman of the Joint Chiefs of Staff. Contingency planning for joint operations is coordinated at the national level to support Secretary of Defense Contingency Planning Guidance (CPG), strategic requirements in the National Military Strategy, and emerging crises. As such, joint operations planning includes mobilization planning, deployment planning, employment planning, sustainment planning, and redeployment planning procedures. Joint operations planning is performed in accordance with formally established planning and execution procedures. (Joint Pub 1-02)

joint operational planning process. A coordinated Joint Staff procedure used by a commander to determine the best method of accomplishing assigned tasks and to direct the action necessary to accomplish the mission. (Joint Pub 1-02)

Joint Operation Planning and Execution System. A continuously evolving system that is being developed through the integration and enhancement of earlier planning and execu-

tion systems: Joint Operation Planning System and Joint Deployment System. It provides the foundation for conventional command and control by national- and theater-level commanders and their staffs. It is designed to satisfy their information needs in the conduct of joint planning and operations. Joint Operation Planning and Execution System (JOPES) includes joint operation planning policies, procedures, and reporting structures supported by communications and automated data processing systems. JOPES is used to monitor, plan, and execute mobilization, deployment, employment, and sustainment activities associated with joint operations. Also called JOPES. (Joint Pub 1-02)

Joint Planning And Execution Community. Those headquarters, commands, and agencies involved in the training, preparation, movement, reception, employment, support, and sustainment of military forces assigned or committed to a theater of operations or objective area. It usually consists of the Joint Staff, Services, Service major commands (including the Service wholesale logistics commands), unified commands (and their certain Service component commands), subunified commands, transportation component commands, joint task forces (as applicable), Defense Logistics Agency, and other Defense agencies (e.g., De-

fense Intelligence Agency) as may be appropriate to a given scenario. Also called JPEC. (Joint Pub 1-02)

Joint Strategic Capabilities Plan. A planning document that contains guidance to the CINCs and Service Chiefs for accomplishing military tasks and missions based on current military capabilities. These assignments take into account the capabilities of available forces, intelligence information, and guidance issued by the Secretary of Defense. The JSCP directs the development of contingency plans to support national security objectives by assigning planning tasks and apportioning major combat forces and strategic lift capability to the combatant commanders. As a capabilities planning document, it represents the last phase of resource management. Also called JSCP. (AFSC Pub 1)

mobilization. 1. The act of assembling and organizing national resources to support national objectives in time of war or other emergencies. 2. The process by which the Armed Forces or part of them are brought to a state of readiness for war or other national emergency. This includes activating all or part of the Reserve components as well as assembling and organizing personnel, supplies, and materiel. Mobilization of the Armed Forces includes but is not limited to the following categories:

a. **selective mobilization.** Expansion of the active Armed Forces resulting from action by Congress and/or the President to mobilize Reserve component units, individual ready reservists, and the resources needed for their support to meet the requirements of a domestic emergency that is not the result of an enemy attack.

b. **partial mobilization.** Expansion of the active Armed Forces resulting from action by Congress (up to full mobilization) or by the President (not more than 1,000,000) to mobilize Ready Reserve component units, individual reservists, and the resources needed for their support to meet the requirements of a war or other national emergency involving an external threat to the national security.

c. **full mobilization.** Expansion of the active Armed Forces resulting from action by Congress and the President to mobilize all Reserve component units in the existing approved force structure, all individual reservists, retired military personnel, and the resources needed for their support to meet the requirements of a war or other national emergency involving an external threat to the national security.

d. **total mobilization.** Expansion of the active Armed Forces resulting from action by Congress and the President to organize and/or generate additional units or personnel, be-

yond the existing force structure, and the resources needed for their support, to meet the total requirements of a war or other national emergency involving an external threat to the national security. (Joint Pub 1-02)

multinational. Between two or more forces or agencies of two or more nations or coalition partners. (Joint Pub 1-02)

National Command Authorities. The President and the Secretary of Defense or their duly deputized alternates or successors. Also called NCA. (Joint Pub 1-02)

operation. A military action or the carrying out of a strategic, tactical, service, training, or administrative military mission; the process of carrying on combat, including movement, supply, attack, defense, and maneuvers needed to gain the objectives of any battle or campaign. (Joint Pub 1-02)

operation order. A directive issued by a commander to subordinate commanders for the purpose of effecting the coordinated execution of an operation. Also called OPORD. (Joint Pub 1-02)

operation plan. Any plan, except for the Single Integrated Operation Plan, for the conduct of military operations. Plans are prepared by combatant commanders in response to requirements established by the Chairman of the Joint Chiefs of Staff and by commanders of subordinate com-

mands in response to requirements tasked by the establishing unified commander. Operation plans are prepared in either a complete format (OPLAN) or as a concept plan (CONPLAN). The CONPLAN can be published with or without time phased force deployment data (TPFDD) file.

a. **OPLAN.** An operation plan for the conduct of joint operations that can be used as a basis for development of an operation order (OPORD). An OPLAN identifies the forces and supplies required to execute the CINC's Strategic Concept and a movement schedule of these resources to the theater of operations. The forces and supplies are identified in TPFDD files. OPLANs will include all phases of the tasked operation. The plan is prepared with the appropriate annexes, appendixes, and TPFDD files as described in the Joint Operation Planning and Execution System manuals containing planning policies, procedures, and formats. Also called OPLAN.

b. **CONPLAN.** An operation plan in an abbreviated format that would require considerable expansion or alteration to convert it into an OPLAN or OPORD. A CONPLAN contains the CINC's strategic concept and those annexes and appendixes deemed necessary by the combatant

commander to complete planning. Generally, detailed support requirements are not calculated and TPFDD files are not prepared. Also called CONPLAN.

c. **CONPLAN With TPFDD.** A CONPLAN with TPFDD is the same as a CONPLAN except that it requires more detailed planning for phased deployment of forces. (Joint Pub 1-02)

supporting plan. An operation plan prepared by a supporting commander or a subordinate commander to satisfy the requests or requirements of the supported commander's plan. (Joint Pub 1-02)

sustainment. The provision of personnel, logistic, and other support required to maintain and prolong operations or combat until successful accomplishment or revision of the mission or of the national objective. (Joint Pub 1-02)

time-phased force and deployment data. The Joint Operation Planning and Execution System data base por-

tion of an operation plan; it contains time-phased force data, non-unit-related cargo and personnel data, and movement data for the operation plan, including:

a. In-place units.

b. Units to be deployed to support the operation plan with a priority indicating the desired sequence for their arrival at the port of debarkation.

c. Routing of forces to be deployed.

d. Movement data associated with deploying forces.

e. Estimates of non-unit-related cargo and personnel movements to be conducted concurrently with the deployment of forces.

f. Estimate of transportation requirements that must be fulfilled by common-user lift resources, as well as those requirements that can be fulfilled by assigned or attached transportation resources. Also called TPFDD. (Joint Pub 1-02)