

LESSON 2

JOINT OPERATION PLANNING AND EXECUTION SYSTEM AND JOINT TASK FORCE PLANNING

“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, 1967

Lesson Introduction

This lesson provides information on how the Joint Operation Planning and Execution System (JOPES) functions in the joint operational planning environment. It will make linkages between the joint planning and execution community (JPEC) and JOPES. This lesson will provide information not provided in The Marine Corps Planning Process course (8805A) on how joint task forces (JTFs) plan. The joint planning group (JPG)—an integrated planning cell formed at the JTF and similar to the Marine Corps operational planning team (OPT)—will be discussed in detail. Additionally, the deployable JTF augmentation cell (DJTFAC), which is currently present in many of the regional combatant commands and is made up of selected members of the regional combatant command staff, will be described. Joint planning has been constantly evolving into a more mature process, especially at the smallest of the joint force staffs—the JTF level. Material in this lesson will draw on prior knowledge gained from the Marine Corps Planning Process course (8805A) and the Operational Level of War course (8803A).

Student Requirements by Educational Objective

Requirement 1

Objective 1. Explain the context of joint operations planning in which the Joint Operation and Planning Execution System (JOPES) and joint task force planning fit. [JPME Area 2(b), 3(c)(e), 4(c)(e)]

Read:

- *Overview of Joint Operations Planning*, prepared by the Joint Staff for Command and Staff College, 2003, pp. 1 to 9 (9 pages)

Joint operation planning is conducted within the chain of command that runs from the President and Secretary of Defense to the combatant commanders and is primarily the responsibility of the Chairman of the Joint Chiefs of Staff (CJCS) and the combatant commanders. Joint operation planning includes the preparation of operation plans (OPLANS), OPLANS in concept format (CONPLANS), functional plans, campaign plans, and operation orders by joint force commanders (JFCs) as well as those joint planning activities that support the development of these plans and orders.

Requirement 2

Objective 2. Describe how the joint planning and execution community (JPEC) uses the Joint Operation Planning and Execution System (JOPES) to translate national military strategy into joint operation plans. [JPME Area 1(b), 2(a), 3(c)(e), 4(a)(c)(e)]

Objective 3. Explain how the Joint Operation Planning and Execution System (JOPES) enables the joint planning and execution community (JPEC) to produce and execute plans. [JPME Area 1(b), 2(a), 3(c)(e), 4(a)(c)(e)]

Objective 4. Summarize the purpose and the five basic operational functions of the Joint Operation Planning and Execution System (JOPES). [JPME Area 2(a), 3(c)(e), 4(a)(b)(e)]

Read:

- *User’s Guide for JOPES (Joint Operations Planning and Execution System)*, 1 May 1995, pp. 1 to 20 (20 pages)¹
- CJCSM 3122.01, *Joint Operation Planning and Execution System (JOPES), Volume I, Planning Policies and Procedures*, pp. A-1 to A-5 and B-7 to B-11 (9 pages)
- Joint Pub 5-00.2, *Joint Task Force Planning Guidance and Procedures*, 13 January 1999, pp. IX-27 to IX-39 (13 pages)

View:

- Air Command & Staff College video, “Joint Operation Planning and Execution System,” by Lieutenant Colonel John Schneider, USAF (26 minutes)

¹ The *User’s Guide for JOPES*, of 1 May 1995, while dated, is still extremely useful. The concepts it contains remain unchanged, and the content—with the following exceptions—is still current. In fact, this same material is found in current CJCSMs but not in a form that is as useful or condensed for distance education.

Two major changes have been implemented since the publication of the *User’s Guide for JOPES*. The first is the reference (page five) to draft CJCSMs, which will become JOPES Volumes I, II, and III. CJCSM 3122.01 (JOPES Volume I), 3122.03A (JOPES Volume II), and 3122.02B (JOPES Volume III) have all been signed, published, and distributed and are referenced in the following lesson material. The second change is the discussion on the future use of the Global Command and Control System (GCCS) (page eighteen). The GCCS was fielded shortly after this guide was published.

JOPES is the interoperable joint system designed to ensure that the entire JPEC is integrated to facilitate effective planning for joint operations. JOPES is, first and foremost, policies and procedures that guide joint operation planning efforts, ensuring orderly and coordinated problem solving and decisionmaking. JOPES provides a consistent and logical approach for integrating the activities of the President, Secretary of Defense, CJCS, combatant commanders, joint force commanders, and all other members of the JPEC in a coherent planning and execution process to attain military objectives. JOPES combines individual Service terminology and operating procedures into one standard joint system.

There are several manuals associated with JOPES as shown in the following graphic. Because JOPES is an evolving system and it has such a robust automated data processing (ADP) capability, JOPES manuals change frequently. JOPES Volume I (Planning Policies and Procedures) and Volume II (Planning Format and Guidance) address both deliberate and crisis action planning and provide an overview of JOPES.



Requirement 3

Objective 5. Discuss the recommended organization and composition of a joint planning group (JPG). [JPME Area 2(a), 3(c)]

Objective 6. Summarize the standard planning techniques, procedures, and products used by joint planning groups (JPGs) to conduct effective joint operations planning at the operational level. [JPME Area 1(e), 2(a), 3(c), 4(e), 5(c)]

Objective 7. Relate how MARFOR and MAGTF planners interface with the JPG. [JPME Area 2(d), 3(c), 4(e)]

Objective 8. Review the composition and purpose of a combatant commander's deployable joint task force augmentation cell (DJTFAC). [JPME Area 2(a), 3(c), 4(e)]

Read:

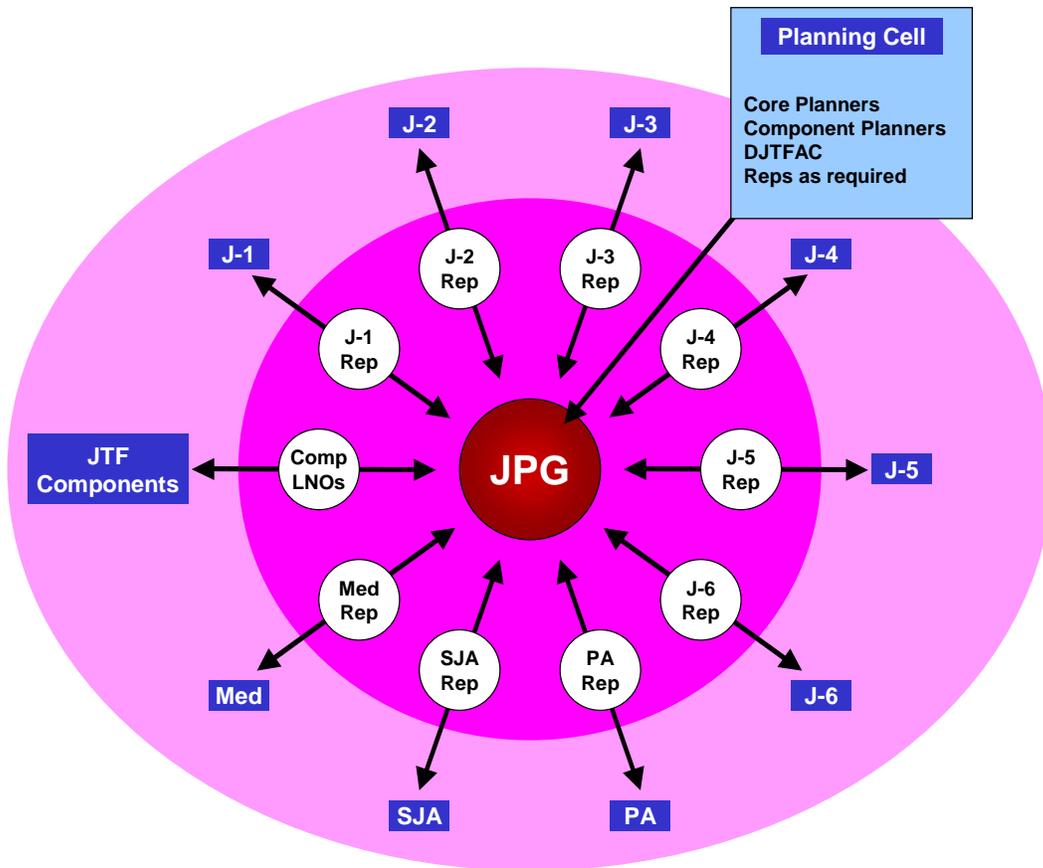
- Joint Pub 5-00.2, *Joint Task Force Planning Guidance and Procedures*, 13 January 1999, pp. IX-1 to IX-14 (stop at 7, Crisis Action Planning Process) (14 pages)
- MCRP 5-1B, *JTF Liaison Handbook*, ALSA publication, August 1998, pp. I-1 to I-7 (7 pages)

During the Marine Corps Planning Process course (8805A), you were exposed to the JPG. You learned about the differences between the JPG and the Marine Corps OPT. You were also asked to study the JTF planning process and understand some of the subtle differences between it and the Marine Corps Planning Process (MCP). The following information provides additional insights into how the JPG and DJTFAC function as part of the process for planning joint operations. Additionally, the manner in which the Marine Corps component and the MAGTF interface within this process is discussed.

Joint Planning Group

Joint doctrine recommends that JTFs form a JPG when they are confronted with crises and are required to conduct crisis action planning (CAP). Normally, the primary purpose of the JPG is to conduct CAP and to be the focal point for joint operation order (OPORD) development.

The JPG is responsible for providing the necessary coordination among the different functional areas of a joint operational staff. Constant communications is required between the JPG, functional area staff, and the component planning cells. The size of the JPG is critical. Consider a core-planning cell of 10-12 for analyzing and planning and a plenary group (75-100) for reviewing, informing, and synchronizing. The JFC designates the head of the JPG. Normally he appoints the chief of staff, the J-3 officer, or the J-5 officer. The core-planning cell should be considered full-time duty, not an additional duty to accompany a normal day-to-day staff job. This core-planning cell requires planner representation from all the J-codes and components. It will conduct mission analysis and course of action (COA) development while the remainder of the staff will participate in the development of staff estimates and conduct the COA comparison step. Representatives from the special staff and other agencies may be called upon to assist the core-planning cell as required during certain stages of the JTF planning process. Joint staff representatives to the planning cell are the conduits between the JPG and the remainder of the staff, just as the component representatives act as conduits between the JPG and the component commands.

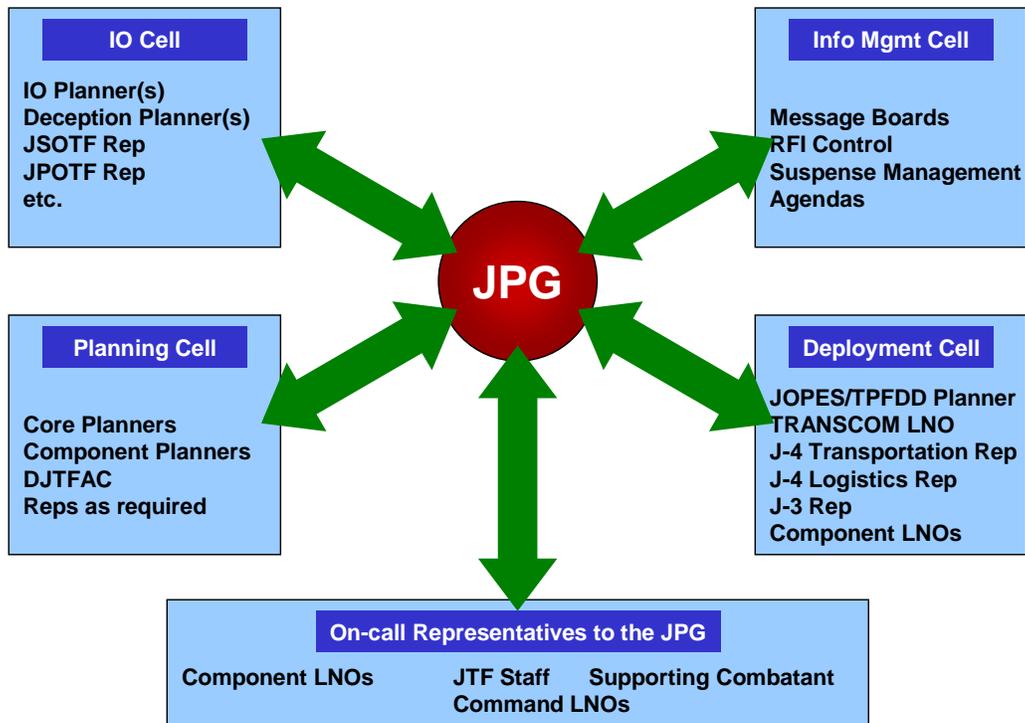


Joint Planning Group Organization.

The DJTFAC, which will be discussed in more detail later, may actually be part of the JPG. Its tasks are primarily to “jump start” the JTF planning process and train other members of the JTF staff to include members of the JPG on joint staff procedures and JOPES.

Depending upon how the JPG is organized, there can be several planning cells associated with the JPG. These cells may address specific functions that are critical to JTF operations. The following figure provides an example of the types of cells that would comprise the larger, plenary JPG.

The JPG effort should be coupled with broad staff participation (staff estimates) because both are critical to effective joint planning and the JPG needs to maintain situational awareness within the broader context of the overall staff. Members of the JPG need to understand that branch and sequel planning requires the same level of detail and effort as the base plan. Additionally, deployment planning is an operator’s business. The JPG needs to ensure that any changes to deployment plans are limited to those of absolute operational necessity, fully understanding the costs and risks of last minute TPFDD changes.



Joint Planning Group Composition.

As you become familiar with the joint planning process, it is always important to consider how the MAGTF synchronizes their plans and operations with the joint cycle to support the JFC's mission.

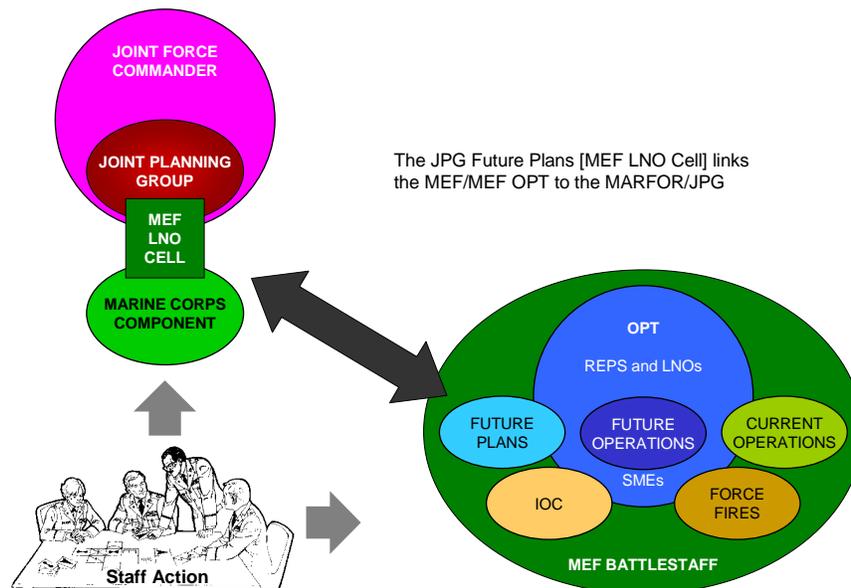
The MCPP is the vehicle through which Marine commanders and their staffs provide input to the joint planning process. At the component level (MARFOR), the MCPP interfaces with the joint deliberate planning process during the supporting plan development phase. Supporting plans are developed once the combatant commander's concept has been approved and a plan has been developed. Marine Corps supporting plans address the tasks identified for Marine Corps operational forces and outline the actions of assigned and augmenting forces. The MCPP provides a disciplined approach for the Marine Corps component commanders and staffs to prepare Marine Corps supporting plans.

During CAP, the MCPP interfaces with the joint planning process and JOPES, beginning in situation development and throughout the process, as Marine Corps planners develop new plans and expand or modify existing plans.

At the tactical level, MAGTF planners, in conjunction with MARFOR planners, must synchronize operations with the joint force to meet the JFC's intent. This is accomplished by ensuring that the MEF OPT is coordinating and validating all their planning efforts with the joint force JPG. Specifically, the MEF future plans section is normally under the staff control of the MEF G-5. The G-5 forms a liaison element to the higher headquarters' staff and integrates the higher headquarters plan into the MEF's planning, ensuring that it meets the intent of the higher commander.

The future plans section focuses beyond the next battle or next phase that is being planned to provide a link between higher headquarters and the MEF G-3's future operations section. The future plans section plans the MEF's next mission. Upon receipt of a mission from higher headquarters, this section initiates the MEF's planning. Depending on the situation, it may focus on a phase of a campaign, develop reconstitution requirements, or plan deployment. Additionally, the initiation of MEF planning might also occur during an ongoing operation or campaign based upon the MEF commander's reactions to changes occurring in the battlespace.

Staffing the JPG with the right personnel is key (numbers, qualifications/expertise, rank). Failure to accurately represent MARFOR needs and capabilities to the JPG will introduce unnecessary risk and could result in mission failure.



MEF Liaison Cell.

During a crisis the regional combatant commander may form a JTF headquarters to provide the necessary command and control to direct, supervise, and synchronize the military operations being conducted. The JTF could be formed around any existing command but most likely will be formed around an existing subordinate headquarters within a combatant commander's AOR. This headquarters could very easily be one of the combatant commander's Service component headquarters.

Deployable Joint Task Force Augmentation Cell

If required by the situation or at the combatant commander's discretion, the JTF headquarters' planning staff will be augmented by the DJTFAC from that combatant command's staff. The DJTFAC provides the necessary joint experience and expertise to facilitate the conduct of joint operations.

The DJTFAC is a combatant commander's asset composed of elements from his staff and his component representatives. The DJTFAC members represent a multi-service, multi-disciplined

group of planners and operators, which normally report to the J-3 until deployed to a JTF. The DJTFAC can be tailored to meet the needs of a JFC and deploy within 48 hours of notification.

The DJTFAC normally provides support to a JTF under one of two broad mission profiles:

- **Contingencies.** The DJTFAC deploys to provide joint staff augmentation in CAP during actual operations within the combatant commander's AOR. The DJTFAC will assist in all phases of CAP from Situation Development through Execution, facilitating the linkages between the combatant commander and the JTF planning efforts.
- **Exercises.** The DJTFAC deploys to provide the same type of planning assistance as in contingency response situations or to support the joint exercise control group (JECG) during combatant command training exercises.

When deployed to a JTF, the DJTFAC's primary purpose is to assist the JTF staff in conducting CAP. Generally, support will focus on Phase III (Course of Action Development) through Phase V (Execution Planning) with the team being prepared to provide ongoing assistance, as required, throughout Phase VI (Execution). Assistance with CAP might include facilitating planning and developing and synchronizing the various CAP products. These products may include, but are not limited to, warning orders, mission analyses, courses of action briefs, staff estimates, OPORDs, synchronization matrices, etc. Specified tasks in support of a JTF include the following:

- Deploy within 48 hours of alert notification.
- Facilitate communication and coordination between the regional combatant command and the JTF.
- Augment the JTF's JPG and assist in the development of CAP products.
- Remain with the JTF through Phase VI of CAP (normally not to exceed 30 days, unless requested by the Commander, JTF (CJTF) and so directed by the regional combatant commander).

The team provides staff expertise in plans and operations and could also serve as liaison officers (LNO) if necessary. Often, limited C4I capabilities are embedded within the basic DJTFAC team and are provided by the J-6, with augmentation, as required. When augmented, it can transition into a full up JTF augmentation cell. Assistance provided by the DJTFAC can expand across the range of military operations, such as:

- Providing direct communication and facilitating coordination between the regional combatant commander, the U.S. embassy's Chief of Mission, and the CJTF during non-combat operations in disaster relief and nation assistance situations.
- Conducting on-site evaluations (when properly augmented).
- Making recommendations regarding support requirements.
- Providing subject matter experts to the Chief of Mission or Emergency Action Committee on military issues.
- Providing assistance in CAP to a JTF staff during non-combat and combat operations.

This assistance is normally coordinated through the J-3 and approved by the combatant commander. The DJTFAC is not intended to replace JTF staff members; rather its function is to focus its efforts on providing augmentation to the JTF as required by the CJTF.

Some combatant commands' DJTFACs have, in addition to a joint planning capability, an organic C4I support structure of limited capability. This capability can be augmented, as required, through tasking of assigned forces.

The Service planners in the DJTFAC and the liaison officers sent to the CJTF are not one in the same, although they often deploy to the JTF headquarters together. At the time the combatant commander directs the CJTF to form the joint force headquarters, forces may not yet be assigned to the JTF, even for planning purposes. Thus, it may be that only the regional combatant command's supporting commands send liaison to the CJTF initially.

The DJTFAC is a combatant commander's asset that is capable of rapid deployment on short notice. Upon completion of its mission (normally no longer than 30 days), the DJTFAC will redeploy to its home base.

Lesson Summary

You have learned in this lesson that JOPES supports the entire joint planning and execution community through a variety of ways. Guided by a series of manuals and directives, JOPES planning procedures, processes, and automated systems allow the most detailed of joint plans to smoothly execute for the ultimate accomplishment of national strategic and operational military objectives necessary to further our nation's interests.

The forming of JTFs in today's joint operational environment facilitates operational planning and execution for the regional combatant commander during periods of crisis. Commanders of these JTFs organize JPGs to conduct planning and to develop CAP products. Since JTFs are normally created in an ad hoc fashion, regional combatant commanders organize DJTFACs to temporarily augment JTF staffs to "jump start" JTF and crisis action planning.

The many details associated with JTFs, JOPES, JPGs and DJTFACs will be used throughout the balance of the 8800 course and are the "heart and soul" of joint/MAGTF staff planning. These various facets of joint operations are what drive these operations from concept to reality.

JPME Summary

AREA 1					AREA 2				AREA 3					AREA 4					AREA 5			
A	B	C	D	E	A	B	C	D	A	B	C	D	E	A	B	C	D	E	A	B	C	D
	X			X	X	X		X			X		X	X	X	X		X			X	