

LESSON 10

JOINT PLANNING: THE DELIBERATE PLANNING PROCESS AND SECURITY COOPERATION PLANS

“The execution of an enterprise is never equal to the conception of it in the confident mind of its promoter; for men are safe while they are forming plans but when the time of action comes, then they lose their presence of mind and fail.”

—Thucydides, *The Peloponnesian War*, c. 400 BC

Lesson Introduction

Joint warfare is essential to our nation’s capability to fight and win. For Joint forces to win in battle or be successful in contingency operations, they must have a single, unified planning and execution framework that is capable of translating individual Service terminology and operational policies into a commonly understood language and standard operating procedures. Joint planning processes and systems must be understood by members of all the Services in order for them to create operational plans and orders commonly understood by Joint forces tasked to execute specific and complex missions. Deliberate and crisis action planning are two such processes that translate strategic goals into military actions. Supported by the Joint Operational Planning and Execution System (JOPES), which includes Joint operation planning policies, procedures, and reporting structures, which are, in turn, supported by communications and automated data processing systems, Joint military forces have the means to develop plans and orders necessary to accomplish complicated missions in a variety of areas of responsibility (AORs) and Joint operations areas (JOAs). Additionally, because peacetime engagement is becoming increasingly more critical in the post-Cold War environment, security cooperation plans (formerly theater engagement plans) are also created in a deliberate fashion by Regional Combatant Commanders and their staffs. In this lesson, we will discuss both deliberate planning and security cooperation planning.

Student Requirements by Educational Objective

Requirement 1

Objective 1. Comprehend the differences between deliberate and crisis action planning at the operational level of war. [JPME Area 2(a), 3(c), 4(c)]

Objective 2. Comprehend the unique planning techniques and procedures required to conduct effective joint deliberate planning at the operational level. [JPME Area 2(a), 4(a)(b)(e)]

Objective 3. Describe the products of the deliberate planning process. [JPME Area 2(a), 3(c), 4(a)(b)(e)]

Objective 4. Comprehend the five phases of deliberate planning. [JPME Area 2(a), 3(c), 4(a)(b)(c)(e)]

Read:

- Joint Pub 5-0, *Doctrine for Planning Joint Operations*, 13 April 1995, pp. I-9 to I-14 (stop at sub-section 16. Coordination With Other Planning) (5 pages).
- Joint Pub 5-00.1, *Joint Doctrine for Campaign Planning*, 25 January 2002, pp. III-1 to III-18 (stop at Section C. Multinational Planning) (18 pages).

View:

- DOCNET interactive module lesson, *Planning Joint Operations*, “Introduction” and “Deliberate Planning” (also, ensure you view the case study segment) (10 minutes). Refer to Joint Pub 5-0, *Doctrine for Planning Joint Operations*, 13 April 1995, pp. I-1 to I-3 and III-3 to III-9.
- Air Command & Staff College video, “Deliberate Planning” by Lieutenant Colonel Tim Vining USAF (25 minutes).

Deliberate planning begins with the Chairman of the Joint Chief of Staff’s (CJCS) Title 10 requirement to “prepare strategic plans.” Within the Joint planning and execution community (JPEC), supporting documents are developed that operationalize the defense strategy. One such document is the Joint Strategic Capabilities Plan (JSCP), a classified document, which tasks regional combatant commanders to prepare for one or any combination of the following operations plans: an operations plan (OPLAN), concept plan (CONPLAN), or functional plan (FUNCPLAN) is necessary and what commands will support these plans. The JSCP also provides critical assumptions necessary for deliberate planning to commence. It provides detailed planning guidance from the Secretary of Defense to the regional combatant commanders. This guidance can run the spectrum from major theater war to security cooperation. Lastly, the JSCP apportions resources to each combatant commander based on military capabilities.

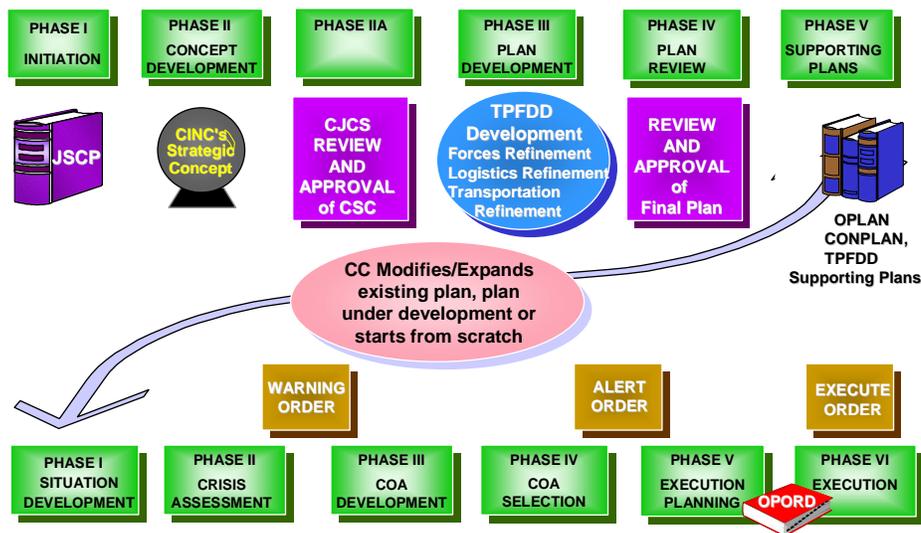
The Plans Directorate (J-5) of a Joint staff is responsible for the preparation and development of operational plans and orders during deliberate planning. The Operations Directorate (J-3) is largely responsible for plans and orders during crisis situations. The techniques and procedures described in JOPEs Volume I (*Planning Policies and Procedures*) and Volume II (*Planning Format and Guidance*) address both deliberate and crisis action planning.

The deliberate planning process is a five-phased process, beginning with Phase I, Initiation. Phase II, Concept Development generates the combatant commander’s

strategic concept which is reviewed and approved by the CJCS during the same phase. In Phase III, Plan Development, time-phased force and deployment data (TPFDD) is developed and forces, logistics, and transportation are refined. In Phase IV, Plan Review the plan is reviewed and approved by the CJCS and the Secretary of Defense. In the final phase, Supporting Plans supporting commanders develop plans that deal with mobilization, deployment, and employment necessary to support the OPLAN, CONPLAN, or FUNCPLAN. It is important to note that within each phase of deliberate planning is a series of task-oriented steps that need to be accomplished by the combatant command staff and the Joint staff. The process takes 18-24 months per OPLAN, but, depending upon the wishes of the Secretary of Defense, less time may be required to accomplish this process. The most time-consuming tasks are those associated with TPFDD development. The preparation of annexes and appendices also takes considerable time to develop and staff.

The bottom line is that deliberate planning facilitates rapid transition from peacetime to crisis action planning and combat operations as shown below.

Deliberate Planning as the Foundation for Crisis Action Planning



Requirement 2

Objective 5. Understand the capabilities and limitations of US military forces and their role in support of a Security Cooperation Plan. [JPME Area 1(a), 2(a), 4(a)(b)]

Objective 6. Examine the major considerations for developing a Security Cooperation Plan. [JPME Area 2(a), 3(c), 4 (a)(b)]

Objective 7. Comprehend the fundamentals of Security Cooperation Planning. [JPME Area 2(a), 4(a)(b), 3(e)]

Read:

- JFSC Pub 1, *The Joint Staff Officer's Guide*, pp. 3-29 to 3-32 (4 pages).
- CJCSM 3113.01A, *Theater Engagement Planning*, 31 May 2000, pp. A-1 to A-15 (14 pages).

When Donald Rumsfeld took his place as Secretary of Defense in the Bush administration, he required all combatant commanders to revisit their peacetime engagement strategy and planning efforts. He felt the combined exercise schedule was too ambitious. His reluctance to support theater engagement plans ended immediately following the events on September 11, 2001. When the U.S. began Operation Enduring Freedom in Afghanistan, U.S. and coalition forces were provided bases and overflight rights by the government of Uzbekistan. Thanks to the U.S. Central Command's theater engagement strategy and theater engagement plans, the contacts, rapport, and trust that were developed allowed the U.S. the flexibility to operate in Afghanistan from bases inside a neighboring country. Additionally, countries like Kazakhstan also provided overflight rights and allowed transshipment of supplies to U.S. and coalition forces located in Uzbekistan and Kyrgyzstan. The value of the regional combatant commanders theater engagement plans, now called security cooperation plans, was illustrated by this example and is continually demonstrated in regions of instability all over the globe.

Security cooperation plans are primarily strategic planning documents intended to link combatant-commander-planned regional engagement activities with national strategic objectives, thus supporting the "engagement" portion of the National Security Strategy and National Military Strategy.

Regardless of the name given to these engagement plans, their value will continue to support the overall defense of the U.S. and promote its interests throughout the world. There is an ever-increasing emphasis on military personnel taking on more direct roles as instruments of national power in the form of "ambassadors in uniform." The conduct of military personnel at the local or tactical level can have strategic implications...both good and bad.

The readings refer to theater engagement plans, and even now, as this course is being written, new guidance for security cooperation is being drafted by the Joint Staff and personally scrutinized by the Secretary of Defense. Regardless, methods and techniques used to plan engagement activities should remain relatively consistent with CJCSM 3113.01A. The security cooperation plan is the tool the combatant commander uses to shape his AOR in peacetime. Security cooperation efforts include diplomatic, economic, informational, and military activities or operations in support of the U.S. national security objectives. Categories of engagement activities include; operational activities, combined exercises, security assistance, combined training, combined education, military contacts, humanitarian assistance, and other engagement activities. The deliberate nature of these

activities fits well within the deliberate planning process model. Initiation, Concept Development, Plan Development, and Plan Review are all very similar to the deliberate planning model. Remember, the security cooperation plan is a well thought out, prioritized plan by the combatant commander that will ensure a smoother transition to warfighting if the need arises.

Optional Activity

1. You may now conduct a deliberate planning practical application as an optional activity. Those of you going to a Joint tour or working with Joint planning staffs might find this practical application extremely useful. It is designed to give CSCDEP students a chance to apply the deliberate planning process to a fictionalized scenario. Students will play the role of the supported regional combatant commander's planning staff and work their way through all phases of the deliberate planning process. This application is not graded, it is intended to provide you with an enhanced look at the deliberate planning process and allow you to go into greater depth depending upon your future operational needs and assignments. This practical application provides information necessary to perform the deliberate planning process. It is produced for academic purposes only by the Air Command and Staff College, but represents a truly joint application of the deliberate planning process. Its contents are unclassified and mostly fictional. This practical application does not constitute any official policy or position of the United States, the United States Marine Corps, or United States Air Force toward any of the countries identified for the scenario.

The scenario is set in the year 2010. The following are key events that provide background for the events leading up to the combatant commander's tasking to develop a Concept Plan (CONPLAN):

- March, 2002: Initial meeting between Iran and Pakistan, openly addressed Iranian oil sales to Pakistan, curtailing Afghanistan opium and heroin spread to Iran, and minimizing the threat of the Pakistani-backed Taliban in Afghanistan to Iran's Eastern border. CAA formed with annual meetings thereafter.
- 2005: Afghanistan added to annual CAA meetings.
- 2007: UCP change in 2007 to transfer India from PACOM to CENTCOM. This change was due to such factors as increased cooperation between Iran and Pakistan and the proximity of the Indian oil reserves to the GCC oil supply routes in the Arabian Sea.
- June 2009: United Liberation Front of Assam (ULFA) guerrillas led provinces of Assam, Arunachal Pradesh, Nagaland, Manipur, Mizoram, Tripura, Meghalaya, Sikkim, and the northern tip of West Bengal to secede from India.
- February 2010: 10.2 earthquake centered in the Delhi province kills hundreds of thousands of people and temporarily halts government proceedings.
- Early 2020: In a publicly declared "Joint defense exercise," CAA forces comprised of 100,000 Pakistanis (XXXII and XXXIII Corps [Strike]), 100,000 Afghans

(XXII and XXIV Corps), select air assets from both countries, and an undisclosed number of Iranian military advisers are engaged in maneuvers in the Thar Desert west of the Indian-Pakistani border.

2. Planning Task: USCENTCOM REGIONAL TASKING 4:

- Develop CONPLAN to address the protection of US interests in the South Asian area of operations in the event of aggression into India from CAA nations of Pakistan and Afghanistan. Objectives for this plan include:
 - a) Assist India in deterring any attack by Pakistan and Afghanistan into the South Asian AOR.
 - b) Conduct military operations against Pakistan and Afghanistan, if attacked.
 - c) Prevent escalation of hostilities outside the South Asian AO.
 - d) Protect US personnel/interests.
 - e) Maintain Western/Japanese access to critical resources in the region.
 - f) Eliminate the threat of WMD to the region.
 - g) Restore regional stability.
- The acceptable end state is when territorial integrity of India is no longer threatened, access to critical resources in the region by Japan and Western countries is secured, maritime activities in the Arabian Sea can be peacefully conducted, and stability of the South Asian region can be maintained.

3. The deliberate Planning Application illustrates how the process is applied in a scenario. Your job as the combatant commander's planning staff is to work through all the phases of the deliberate planning process to develop a CONPLAN to fulfill this JSCP tasking.

View (Optional):

- Air Command and Staff College Deliberate Planning application.

Lesson Summary

The deliberate planning process is one aspect of Joint planning. In the next lesson you will learn about the second piece of Joint planning, crisis action planning. The deliberate planning process facilitates the transition from peacetime planning to crisis action planning by providing an "on the shelf" plan that provides much of the detailed work crisis action planners can then use when planning tempo needs to be generated and when time is of the essence. The deliberate planning process assists the regional combatant commander and his staff to develop the requisite situational awareness of the AOR and its characteristic attributes and liabilities while "dialing in to" the national defense infrastructure embodied by the CJCS, Secretary of Defense, and the President of the U.S.

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				