



CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-7

DISTRIBUTION: A, B, C, J

CJCSI 3141.01C

12 September 2006

RESPONSIBILITIES FOR THE MANAGEMENT AND REVIEW OF CONTINGENCY PLANS

References: See Enclosure E

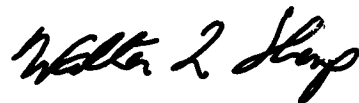
1. Purpose. This instruction establishes responsibilities and procedures for the management and review of contingency plans submitted to the Chairman of the Joint Chiefs of Staff.
2. Cancellation. CJCSI 3141.01B, 10 September 2004, is cancelled.
3. Applicability. This instruction applies to the combatant commands, Joint Staff, Services, and DOD agencies responsive to the Secretary of Defense and Chairman of the Joint Chiefs of Staff for the management and review of contingency plans. For the purposes of this instruction, US Element NORAD is considered a combatant command.
4. Policy. The Chairman of the Joint Chiefs of Staff reviews contingency plans specified in the Joint Strategic Capabilities Plan (JSCP), combined military plans, military plans of international treaty organizations, and as otherwise specifically directed by the Secretary of Defense. Contingency plan development is contained in references a through e.
5. Definitions. Definitions related to the management and review of contingency plans are outlined in Enclosures A and B.
6. Responsibilities. Responsibilities for the management and review of contingency plans are outlined in Enclosures A and B.
7. Summary of Changes. This revision updates CJCSI 3141.01B. It further:

- a. Modifies Enclosure A to combine discussion of contingency plans management and review processes.
- b. Incorporates updates from the Adaptive Planning (AP) Roadmap, specifically policy guidance for the conduct of contingency plan in-progress reviews (IPRs) with the Secretary. This includes, but is not limited to, the requirement for presenting IPRs in a JCS Tank, plan review periodicity, and the requirement for submission of IPR briefs to the Joint Staff and the Office of the Secretary of Defense (OSD).
- c. Aligns contingency plan approval authority with plan priority, specifies plan review policy, and modifies the plan numbering scheme based on calendar year of plan approval vice JSCP publication.
- d. Deletes the requirement for a separate Joint Plans Review Board to staff and review War on Terrorism plans not tasked through the JSCP.
- e. Emphasizes the incorporation of strategic communication in contingency plans and IPRs.
- f. Clarifies the Joint Planning and Execution Community (JPEC) membership.
- g. Modifies the nomenclature for IPRs and clarifies that step 4 of the AP process is referred to as “plan assessment” vice “plan refinement”. Plan assessment more clearly captures the intent of step 4 to refine, adapt, terminate, and execute (RATE) contingency plans.
- h. Describes the JPEC and OSD parallel plan review process.
- i. Specifies that the Director, J-7, is responsible for the review and approval processes for all contingency plans to include plans maintained by the Director, J-3, that are not in execution; however, the Director, J-3, maintains subject matter expertise for J-3 developed plans.

8. Releasability. This instruction is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other federal agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page--
http://www.dtic.mil/cjcs_directives. Copies are also available through the Government Printing Office on the Joint Electronic Library CD-ROM.

9. Effective Date. This instruction is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



WALTER L. SHARP
Lieutenant General, USA
Director, Joint Staff

Enclosures:

- A - Contingency Plan Management and Review
- B - SME Responsibilities
- C - Outline for Summary of Plans Report
- D - In-Progress Reviews
- E - References
- GL - Glossary

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ENCLOSURE A

CONTINGENCY PLAN MANAGEMENT AND REVIEW

1. General

a. The Joint Staff Director for Operational Plans and Joint Force Development (DJ-7) is responsible for the plan management processes for all contingency plans, to include plans maintained by the Joint Staff Director of Operations (DJ-3) that are not in execution.

b. In addition to the specific J-7 responsibilities outlined in this enclosure, DJ-3 is responsible for managing the process of developing operations plans in a crisis action environment, overseeing the execution of operations, and maintaining subject matter expertise (SME) on all J-3 developed plans. Specific responsibilities, though not all-inclusive, are summarized in the following subparagraphs.

(1) The Directors, J-3, J-5, and J-8 (with input from J-7), provide strategic guidance, policy, planning assumptions, and force apportionment through the JSCP and global force management (GFM) apportionment guidance.

(2) The Directors, J-3 and J-8 (with input from J-7), provide contingency sourcing and force allocation guidance.

(3) The Director, J-4, monitors and provides guidance on deployment and sustainment as required.

2. Exceptions. Significant exceptions are outlined below. Specific responsibilities of other Joint Staff directorates relative to contingency plan management and review are contained in Enclosure B.

a. DJ-3 maintains SME for counter proliferation (CP), combating terrorism (CBT), consequence management, emergency preparedness in the National Capitol Region, combating weapons of mass destruction, global deterrence and strike, theater missile defense, space control, reconnaissance, special operations (SO), PSYOP, information operations (IO), civil affairs (CA), nuclear operations (including nuclear weapons recovery, nuclear weapons evacuation and protection, and nuclear accident and incident response), and special technical operations (STO) plans.

b. The Director, J-5, is responsible for the conduct of politico-military initiatives that lead to expanded military planning. When these planning initiatives are developed in a combatant commander's strategic concept, J-7 assumes responsibility for concept review and plan development.

c. Canada-United States (CANUS) plans are reviewed by the US co-chairman of the CANUS Military Cooperation Committee (MCC), on behalf of the J-5 and under the authority of the Chairman.

(1) J-5 is responsible for actions derived from the committee relevant to the development and revision of the CANUS Basic Defense Document.

(2) CANUS plans involving the defense of North America and submitted to the Joint Staff, through the MCC, for review and/or approval are assigned to J-7/Joint Operational War Plans Division (JOWPD).

(3) NORAD plans will be submitted to the Joint Staff and Canadian Strategic Joint Staff for approval by the Secretary of Defense, through the Chairman of the Joint Chiefs of Staff and the Canadian Chief of Defence Staff, respectively. J-7 will manage the plan review process for NORAD plans on the US side.

d. The Military Secretary, US Delegation, Inter-American Defense Board (IADB), will review plans submitted by the IADB and the Joint Mexican-United States Defense Commission and determine whether further review by the Joint Staff is necessary.

e. The Director, J-6 (DJ-6), is responsible for information assurance and, where practicable, support to the defensive aspects of IO. The DJ-6 is also responsible for SME of computer network operations plans to include computer network attack (CNA), computer network exploitation (CNE), and computer network defense (CND).

3. J-7/JOWPD. JOWPD serves as the office of primary responsibility (OPR) within the Joint Staff for all contingency plan matters, to include bilateral military plans and military plans of international treaty organizations not specifically designated otherwise. This consists of both the management of contingency plans and the plan review process, including but not limited to review of the TPFDD, final plan, and facilitation of contingency plan IPRs with the Secretary of Defense.

4. JOWPD Responsibilities for Contingency Plan Management. JOWPD is the primary liaison for the combatant commanders with both the Office of the Chairman of the Joint Staff (OCJCS) and the Office of the Under Secretary of Defense for Policy (OUSDP) for development of contingency plans and the plan review process. Specific responsibilities include:

- a. Serves as the Joint Staff lead for implementation of the AP roadmap.
- b. Initiates periodic plan reviews and coordinates the parallel JPEC and OSD plan review for all contingency plans prior to a Final Plan Approval IPR (IPR 'F') with the Secretary of Defense.
- c. Maintains and disseminates the status of JSCP planning tasks or other directives.
- d. Maintains the plans status and summary report, updating this report and posting it on the JOWPD SIPRNET site semiannually or when significant changes occur in any contingency plan.
- e. Recommends new planning tasks or deletions to the JSCP, GFM documents, and other appropriate CJCS directives.
- f. Ensures all contingency plans submitted for review meet plan requirements such as planning guidance and assumptions and conform to applicable policies regarding content, completeness, format, coordination, and distribution.
- g. Reports the results of all contingency plan reviews to the Chairman of the Joint Chiefs of Staff.
- h. Maintains appropriate files and records for all contingency plan reviews.
- i. Supports the National Military Command System (NMCS) as required for contingency operations. Specifically:
 - (1) Develops, maintains, and provides plan summaries, in the format in Enclosure C, to each of the NMCS command centers (i.e., the NMCC, NMCC Site R, and National Airborne Operations Center).
 - (2) Responds to requests from the NMCS Deputy Director for Operations to provide complete copies of plans or plan briefs.
- j. Supports appropriate US liaison representatives to international military headquarters as required for the review of contingency plans.
- k. Provides advice and assistance to the combatant commands on all contingency planning matters.
 - l. Ensures appropriate Joint Staff representation at force flow conferences and other combatant command planning activities.
 - m. Provides representation to other DOD processes impacting the contingency planning process such as, but not limited to, the Global Force Management Board, the Joint Quarterly Readiness Review, and Operational

Availability studies, and coordinates between such organizations and Joint Forces Command for contingency sourcing operation plans.

5. Contingency Plan Approval Authority and Alignment

a. Contingency plans are categorized as follows:

(1) Top Priority Plans

(a) Selected plans briefed to the Secretary of Defense.

(b) Plans delegated to Vice Chairman of the Joint Chiefs of Staff and USD(P); forwarded to the Secretary of Defense for administrative approval.

(2) Contingency Planning Guidance (CPG)-Directed Plans Unique to Specific Commanders

(3) Plans Common to All Commanders or in Support of Treaty Agreements

		Primary IPR Recipient		
		IPR 'A'	IPR 'C'	IPR 'F'
Top Priority Plans		SecDef	SecDef	SecDef
<ul style="list-style-type: none"> • SecDef approves final plan via: <ul style="list-style-type: none"> • An IPR (selected plans) • Administratively upon USD(P)/VCJCS recommendation for delegated plans • SecDef approves all plan assumptions (SGS) via paper process 		<i>Selected plans follow parallel plan review template (Fig 2). USD(P)/VCJCS receive delegated plan IPRs.</i>		
CPG - Directed Plans Unique to Specific Commanders		USD(P) VCJCS	USD(P) VCJCS	USD(P) VCJCS
<ul style="list-style-type: none"> • SecDef approves final plan via a paper process 		<i>USD(P) / VCJCS recommend plan approval or disapproval to SecDef / CJCS.</i>		
Plans Common to All Commanders or in support of Treaty Agreements		N/A	N/A	CCDR
<ul style="list-style-type: none"> • CCDR approves final plan • Not submitted for review unless SecDef directs 		<i>Approved by the CCDR unless SecDef assigns oversight of plan development to USD(P) / VCJCS, who then recommend plan approval to SecDef / CJCS.</i>		

Figure 1. Plan Approval Authority and Primary IPR Audience Aligned To Plan Priority

b. Approval authority for each category of plans and the primary audience for each IPR are aligned with plan priority as shown in Figure 1. Enclosure D provides further details relating to specific requirements for IPRs.

6. The AP Process and Contingency Plan Review Process

a. The AP process consists of four steps:

- (1) Strategic Guidance
- (2) Concept Development
- (3) Plan Development
- (4) Plan Assessment

b. To achieve rapid planning with greater efficiency, the AP process features early and detailed planning guidance and frequent dialogue during these four steps in the form of IPRs between senior leaders and planners to promote an understanding of, and agreement on, the mission, planning assumptions, threat definitions, interagency, and allied planning cooperation, risks, courses of action, and other key factors.

c. Contingency plans are reviewed at four distinct intervals:

- (1) By the JPEC during plan development
- (2) By the combatant commander every six months
- (3) By the combatant commander following a change of command
- (4) By the JPEC on demand at the request of the combatant commander.

Note: At no time should a plan be more than three years old

d. JPEC Review

(1) In general, the JPEC review will:

(a) Review the plan for operational and technical feasibility, in the context of the National Military Strategy (NMS) and current operations, to determine whether the assigned tasks can be accomplished using available resources within the time frames contemplated by the plan.

(b) Review for acceptability to ensure the plan is proportional and worth the expected costs. This criterion ensures plans are consistent with

domestic and international law, including the law of war, and are militarily supportable.

(c) Review for suitability to determine whether the scope and concept of planned operations satisfy the tasking and will accomplish the mission.

(d) Review for consistency with joint doctrine.

(2) JPEC membership consists of all Joint Staff directorates, including OCJCS Legal Counsel, Public Affairs, and National Guard and Reserve Affairs, combatant commands, the Services, and the following DOD agencies:

(a) Defense Intelligence Agency

(b) Defense Information Systems Agency (DISA)

(c) Defense Logistics Agency (DLA)

(d) National Security Agency (NSA)/Central Security Service

(e) National Geospatial-Intelligence Agency

(f) Defense Threat Reduction Agency (DTRA)

(g) Defense Contract Management Agency (DCMA)

e. Top Priority Plan Review Process. The Secretary of Defense is the approval authority for top priority plans and will receive selected IPRs as part of plan development. The macro process shown in Figure 2 will be used when a combatant commander submits a top priority plan for parallel JPEC and OSD plan review prior to the IPR 'F' with the Secretary of Defense.

(1) On receipt of a combatant commander top priority plan, JOWPD provides a plan review directive to the Joint Staff directorates, combatant commanders, Services, and DOD agencies. The plan review directive establishes review timelines, plan review level, comment formats, and other administrative directions for conducting the review. JOWPD also provides a copy of the plan to the OUSD(P) for a parallel policy review.

(2) JOWPD assembles review comments and provides a response to the combatant commander with an information copy to the USD(P) via OUSD(P). JOWPD will ensure all execution-critical comments meet the definition of "execution-critical" and adjudicate comments between the comment originator and the combatant commander as necessary. JOWPD may, after discussion with the submitting office, administratively downgrade inflated execution-critical comments to either substantive or administrative. Definitions of

“execution-critical,” “substantive,” and “administrative” comments are found in reference c.

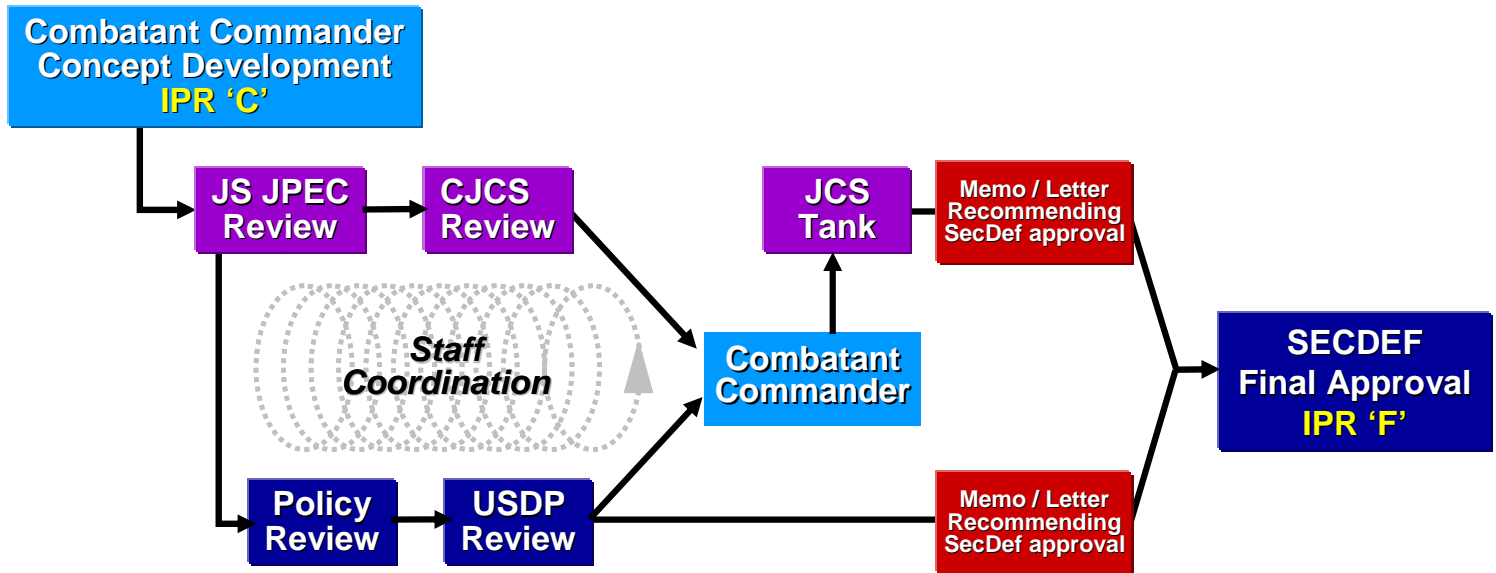


Figure 2. JPEC/OSD Parallel Plan Review Process for selected Top Priority Plans

(3) The Services and USTRANSCOM evaluate overall logistics and mobilization and end-to-end transportation analysis of the plan, including resources. The combatant commander will prepare logistics sustainability analyses (LSAs) for each fully developed OPLAN and CONPLAN with TPFDD. The LSAs will address the sustainability for the four pillars (materiel, support forces, infrastructure, and lift). Detailed guidance on the preparation of LSAs can be found in reference h. Joint Staff/J-4 is responsible for providing the statement of logistics feasibility, including shortfalls and expected problems, to JOWPD with a copy to Joint Staff/J-8.

(4) OUSD(P) oversees OSD’s review of the plan and if required, briefs USD(P). OUSD(P) provides policy review comments to the combatant commander with an information copy to the Chairman of the Joint Chiefs of Staff via JOWPD.

(5) The combatant commander reviews the consolidated JPEC and OSD review comments and provides a response to JOWPD for each execution-critical comment. JOWPD adjudicates all execution-critical comments. Every effort must be made to adjudicate all execution-critical comments, either through action officer, planner, or general/flag officer channels or, if required, through the JCS Tank process in accordance with reference i. Substantive and administrative plan review comments are forwarded as recommendations only, and no response or adjudication is required.

(6) JOWPD provides a plan summary, reports the plan review results to the Chairman of the Joint Chiefs of Staff, and recommends approval or disapproval (of the JPEC recommendation(s)), as appropriate.

(7) Prior to the IPR 'F', the combatant commander presents the plan in a JCS Tank.¹

(8) The Chairman of the Joint Chiefs of Staff and the USD(P) then forward their recommendations to the Secretary of Defense with a copy provided to the combatant commander.

f. Top Priority Plan Review Process (plans not reviewed personally by the Secretary of Defense). The Secretary of Defense delegates IPRs for these plans to USD(P) and the Vice Chairman of the Joint Chiefs of Staff; however, he will subsequently approve the Planning Assumptions IPRs (IPR 'As') via a paper process.

(1) The Vice Chairman of the Joint Chiefs of Staff will determine necessity of a combatant commander presenting an IPR 'F' plan brief to the JCS Tank.

(2) On completion of the Final Approval IPR (IPR 'F'), USD(P) and the Vice Chairman of the Joint Chiefs of Staff recommend plan approval or/ disapproval to the Secretary of Defense and the Chairman of the Joint Chiefs of Staff. The recommendation will also address the necessity of briefing the Secretary of Defense personally on the plan.

g. CPG-Directed Plan Unique to Specific Commanders Review Process. The Secretary of Defense delegates IPRs for these plans to USD(P) and the Vice Chairman of the Joint Chiefs of Staff. On completion of the IPR 'F', USD(P) and the Vice Chairman of the Joint Chiefs of Staff recommend plan approval or disapproval to the Secretary of Defense and the Chairman of the Joint Chiefs of Staff.

h. Plans Common to All Commanders or in Support of Treaty Agreements Review Process. These plans are not submitted for review (e.g., IPRs) unless directed by the Secretary of Defense. If directed for formal review, the Secretary of Defense delegates oversight of plan development to USD(P) and the Vice Chairman of the Joint Chiefs of Staff, who recommend plan approval to the Secretary of Defense and the Chairman of the Joint Chiefs of Staff.

h. Post Plan Approval Requirements

¹ Certain sensitive or compartmented plans may be managed differently in accordance with special handling procedures as directed by the Secretary of Defense with the advice of the Chairman of the Joint Chiefs of Staff.

(1) Plan Review Periodicity. Six months after plan approval, the Joint Staff will direct a periodic plan review of top priority and CPG-directed plans unique to specific commanders, unless directed earlier by the Secretary of Defense or the Chairman of the Joint Chiefs of Staff. This review will follow the Figure 2 JPEC/OSD parallel plan review process, with the exception that USD(P) and the Vice Chairman of Joint Chiefs of Staff will make a recommendation to retain as is or modify the plan via a memorandum through Chairman of the Joint Chiefs of Staff to the Secretary of Defense. If a change is required, the memorandum will identify the specific aspects of the plan requiring change or modification.

Note: Within six months of assuming command, combatant commanders will review all plans and recommend whether or not revisions are required. At no time should an approved plan be more than three years old.

(2) Plan Numbering. Based on the revised periodicity for reviewing plans under adaptive planning, the numbering convention for approved contingency plans is modified such that the two-digit suffix will refer to the calendar year of plan approval vice the year of JSCP publication (i.e., a 5000 series directed by JSCP 05 and approved in 2006 will be designated 5xxx-06). This is contrary to references c and d and will be incorporated in their next revision.

7. Review of Combined Plans and Plans of Other Military Treaty Organizations. When practicable, combined plans and plans of other military treaty organizations will be reviewed in the same manner as unilateral plans. The review process should be sensitive to the other nation's political, cultural, and bureaucratic requirements and their internal plan review procedures. The review should provide for the resolution of divergent views on a consultative basis through the appropriate military channel.

8. Post-Review Actions

a. At the IPR 'F', the Secretary of Defense may (1) approve the plan; (2) approve the plan with modification(s); or (3) disapprove the plan. Unless otherwise directed, for plans requiring modification, within 15 days of a plan approval decision, the combatant commander will provide the Secretary of Defense with a final plan status based on incorporating any IPR 'F' comments. Top priority plans delegated to the Vice Chairman of the Joint Chiefs of Staff and USD(P) for final review and CPG directed plans are administratively approved through the Secretary of Defense as above.

b. The combatant commander reviews and approves supporting plans prepared by subordinate and supporting commanders and agencies.

c. The combatant commander OPR will provide the Joint Staff OPR with any subsequent plan refinements within 15 days of publication.

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ENCLOSURE B

SME RESPONSIBILITIES

1. General. As stated in Enclosure A, J-7 is responsible for the plan management processes for all contingency plans. This includes maintaining the plans status and summary report, initiating contingency plan reviews, and reporting review results to the Chairman of the Joint Chiefs of Staff. Joint Staff directorates with SME responsibility on contingency plans have the following responsibilities:

a. Preparing combatant command IPR read-aheads and coordinating IPR briefings for selected Joint Staff leadership.

b. Recommending new planning tasks or deletions to the JSCP, GFM documents, and other appropriate CJCS directives.

c. Ensuring contingency plans submitted for review meet plan requirements such as planning guidance and assumptions and adjudicating execution-critical comments.

d. Providing advice and assistance to the combatant commands on contingency planning matters.

e. Ensuring appropriate Joint Staff representation at force flow conferences and other combatant command planning activities.

f. Coordinating with the J-7/JOWPD to ensure the plans status and summary reports are accurate and current.

2. Specific Responsibilities. In addition to the responsibilities outlined above, the following specific Joint Staff responsibilities apply to the management and review of contingency plans.

a. J-2 Directorate for Joint Staff Support (J-2S). Coordinates Defense Joint Intelligence Operations Center (DJIOC) review of operation plans and supports intelligence campaign planning (ICP). Serves as the point of contact (POC) for Joint Staff coordination between the contingency plan SME and the DJIOC.

b. J-3 Command Systems Operations Division. As SME for references c

and f, provides guidance on adherence to the process and procedures for JOPES, to include automated data processing support and database interoperability for plans developed with AP technology. Ensures JOPES includes appropriate rules of engagement (ROE) for compliance with the law of war.

c. J-3 Joint Operations Division

(1) Serves as the SME for:

(a) All separately issued time-sensitive plans involving foreign disaster relief, freedom of navigation, and military operations in or near politically sensitive areas.

(b) Selected operation plans.

(2) Serves as the POC for all actions related to the NATO Crisis Response System.

(3) Serves as the POC for review of ROE policy in operation plans.

d. J-3 Reconnaissance Operations Division. Serves as the SME for reconnaissance, surveillance plans, and deployment orders (air, surface, and subsurface).

e. J-3 Deputy Director for Special Operations

(1) Serves as the SME and POC for the review of all separately issued operation plans specifically associated with CBT, CP, SO, and CA.

(2) Through the Secretary, Joint Staff, arranges for the distribution of certain plans to the Central Intelligence Agency.

(3) Ensures DTRA provides technical feasibility assessments for CP issues.

f. J-3 Information Operations Division

(1) Serves as the SME and POC for the review of plans and appendixes to plans pertaining to STO.

(2) Participates in the review of all applicable portions of operation plans concerning electronic warfare (EW) and IO; and in the review of EW and communications protection appendixes to operation plans.

(3) Reviews operations security annexes.

(4) Reviews deception annexes and appendices.

(5) Ensures NSA provides technical feasibility assessments for IO.

g. J-3 Psychological Operations Division. Serves as the SME for the review of all separately issued operation plans specifically associated with PSYOP and those with appendices containing PSYOP issues.

h. J-3 NMCS Operations Division. Serves as the SME for the CJCS Continuity of Operations (COOP), OSD, and higher-level emergency plans, and all plans related to the Joint Emergency Evacuation Plan and Joint Air Transportation System.

i. J-3 Strategic Operations Division. Serves as the SME for:

(1) Nuclear plans pertaining to current execution, reporting, and monitoring.

(2) Plans dealing with the safety and physical security of nuclear weapons, including storage criteria, custodial requirements, emergency evacuation or movement, emergency destruction, and recovery of lost or stolen weapons.

(3) Plans, annexes, and appendixes involving the employment of nuclear weapons.

(4) Plans pertaining to conventional employment of strategic offensive weapon systems.

(5) Plans containing provisions for nuclear and conventional operations tasking global strike-committed forces.

(6) Ensures DTRA provides technical feasibility assessments for nuclear operations.

j. J-3 National Systems Operations Division. Serves as SME and POC for:

(1) Plans or portions of operation plans pertaining to the use of satellite or other space systems for mission planning and execution.

(2) Operational matters pertaining to integrated tactical warning and attack assessment (for CONUS) and integrated tactical warning (for regional combatant commanders).

k. J-3 Anti-Terrorism/Homeland Defense Division. Serves as SME and POC for:

(1) Oversight of operational antiterrorism and force protection matters worldwide, and the planning, coordination, and execution of domestic military assistance to civil authorities and homeland defense operations.

(2) Operational matters pertaining to domestic chemical, biological, radiological, nuclear, and high-yield explosives (CBRNE) issues.

(3) Collaborates with DTRA to provide technical feasibility assessments for CBRNE issues.

1. J-4 Capabilities and Strategy Division (J-4 CSD). Serves as the primary Joint Staff/J-4 POC for all plan reviews.

(1) Coordinates with other J-4 divisions and sections to review applicable portions of plans concerning sustainment, mobilization, mobility, deployment, logistics systems, engineering, and medical readiness.

(2) Ensures that (1) DLA provides technical feasibility assessments for sustainment, industrial base capacity, mobility, deployment, logistics systems, engineering, and medical readiness; and (2) DCMA provides technical feasibility assessments for contracting and contract management.

m. J-5 Strategy Division. Serves as the Joint Staff SME for the development and approval of the JSCP. In collaboration with the J-5's Political and Military Affairs Division, reviews all operation plans tasked in the JSCP for CJCS review.

n. J-5 Politico-Military Division. Manages and monitors all J-5 contingency plan reviews for politico-military aspects and provides plans for review to all appropriate J-5 divisions.

o. J-5 Global Deterrence and Strike Policy Division. Serves as the Joint Staff policy POC for portions of operation plans concerning nuclear strike options and CONUS-based strategic conventional and non-kinetic offensive operations.

p. J-5 Deputy Director War on Terrorism/Combating Weapons of Mass Destruction Division. Represents the Chairman of the Joint Chiefs of Staff in nonproliferation and CP policy formulation and during negotiations to ensure that all initiatives are both consistent with US national security policy and objectives are technically correct.

(1) Formulates, analyzes, and evaluates nonproliferation, CP, and chemical, biological, radiological, and nuclear defense policy.

(2) As necessary, represents the Chairman of the Joint Chiefs of Staff in interagency forums related to assigned area of responsibility.

q. J-6B US Military Communications-Electronics Board Spectrum Division. Serves as the Joint Staff POC for, and participates in the review of, all applicable portions of operation plans concerning the Joint Spectrum Center

and management of frequency spectrum. Ensures DISA provides technical feasibility assessments of frequency spectrum management from both the global perspective and the local geographic area as identified in the plan.

r. J-6C Systems Support Division. Serves as the Joint Staff POC for, and participates in the review of, all applicable portions of operation plans concerning terrestrial connectivity, the Defense Information System Network, and the adequacy of network support. Ensures DISA provides technical feasibility assessments of the long haul communications requirements of plans within the context of current operations and the NMS.

s. J-6X Information Assurance Sharing Division. Serves as the Joint Staff POC for, and participates in the review of, all applicable portions of operation plans concerning information assurance and the defensive aspects of IO. Ensures NSA provides technical feasibility assessments for information assurance and the defensive aspects of IO.

t. J-6Z Current Operations Division. J-6Z participates in the review of all applicable C4 portions of combatant commander operation plans, to include CNA, CNE, and CND. J-6Z, responsible for staff actions relating to the C4 aspects of crisis, contingency, or emergency situations, supports the J-3 COOP branch in review of operation plans pertaining to Joint Staff crises, contingencies, or emergency situations.

u. J-8 Forces Division. Reviews and provides the DJ-8 coordinated response to all operations plans tasked in the JSCP for review by the JPEC. Has cognizance on all matters regarding force apportionment, force planning, force development, and force structure assessment in support of national security objectives, policies, and strategy in consonance with both fiscal constraints and warfighting objectives. Refines this process consistent with the development of GFM and linking plans to resources in collaboration with J-5.

v. Office of the Chairman of the Joint Chiefs of Staff/Legal Counsel (OCJCS/LC). Responsible for conducting the legal review of operations plans. Ensures that operations plans are legally consistent with the law of war, other international law obligations of the United States, and US domestic law and policy requirements.

3. JOPES Force and Deployment Data

a. Requirement for TPFDD. When a TPFDD is required, combatant commanders will provide the OPR with appropriate JOPES or AP technology developed, data, and access to support the plan review process.

b. Responsibilities

(1) J-3 Command Systems Operations Division

(a) Coordinates with DISA and/or Joint Staff Support Center (JSSC) to ensure operations plans databases are synchronized across resident strategic server enclaves.

(b) In coordination with DISA and/or JSSC, provides analytical and summary data from the operation plan databases during the review as well as other assistance requested by the Joint Staff.

(c) Serves as the Joint Staff primary POC for accessing TPFDD data during plan execution. Provides analytic and summary reports and other assistance required by the crisis action team during execution.

(2) J-3 Strategic Operations Division. Serves as the POC for nuclear munitions TPFDD files.

ENCLOSURE C

OUTLINE FOR SUMMARY OF PLANS REPORT

WORKING PAPER

CLASSIFICATION

CURRENT AS OF:

PLAN NO.
PLAN SHORT TITLE
PLAN LONG TITLE (CLASSIFICATION)

1. () Purpose and Mission.
2. () Major Considerations.
3. () Key Assumptions.
4. () Concept of Operations.
5. () US Forces.

SME: _____

POC: (Name) & (Telephone No.)

As of date: _____

Classified By:
Reason:
Declassify On:

INTERNAL STAFF PAPER
RELEASE COVERED BY CJCSI 5714.01(series)

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ENCLOSURE D

IN-PROGRESS REVIEWS

1. In-Progress Reviews with the Secretary of Defense

a. As provided in the AP roadmap (reference g), AP features periodic IPRs at successive steps in the planning process. These IPRs constitute a disciplined dialogue among strategic leaders to shape plans as they are developed. Further, they expedite planning by ensuring that the plan addresses the most current strategic assessments and needs. They generate valuable feedback for planning staffs and provide a forum for guidance on coordination with the interagency and multinational communities. IPRs provide the opportunity for discussion of key issues or concerns, identification and removal of planning obstacles, and resolution of planning conflicts. IPRs ensure that plans remain relevant to the situation and the Secretary of Defense's intent throughout their development.

b. IPRs occur during each of the four steps of the AP process: strategic guidance, concept development, plan development, and plan assessment. Each of these steps will include as many IPRs as necessary to complete the plan. Although these steps are generally sequential, they may often overlap in the effort to accelerate the overall planning process.

(1) Strategic Guidance IPR (IPR 'A'). In preparation for the strategic guidance step in AP, planning documents such as the CPG and JSCP, as well as other guidance from the Secretary of Defense, are used to conduct initial mission analysis.

(a) During this analysis, the combatant commander, staff, and subordinate commanders should address as appropriate:

1. Critical assumptions upon which the plan is based, especially strategic planning factors and assumptions that could change during planning or execution (e.g., strategic gains, risks, and costs).

2. Current and anticipated enemy situation, capabilities, and intentions.

3. Specified, implied, and essential tasks to be accomplished.

4. A proposed mission statement and desired strategic-

operational end state.

5. Major friendly capabilities and conditions needed for mission success.

6. Associated scenarios for which the plan must contain contingencies or other options, as required.

7. Initial strategic communication objectives.

(b) IPR 'A' will focus largely on solidifying guidance, agreeing on the framework assumptions and planning factors, establishing a common understanding of adversaries and their intentions, conducting initial interagency and/or coalition coordination (as authorized), and producing an approved combatant commander mission statement. These outcomes form the foundation for continued planning. Subsequent IPRs may revisit, refine, modify, or amend these outcomes as required. The combatant commander incorporates guidance from IPR(s) into subsequent planning. Transition to concept development is marked by a decision to have military options developed. The Secretary of Defense may include specific guidance for course of action (COA) development.

(2) Concept Development IPR (IPR 'C'). At the concept development step, combatant commanders develop, analyze, and compare viable COAs and develop staff estimates that are coordinated with the Military Departments when applicable. Analysis includes wargaming, operational modeling, and initial feasibility assessments. In this step, IPR(s) will focus largely on the concept of the operation, the enemy situation, interagency coordination, multinational involvement (if applicable), and capability requirements.

(a) After a COA has been approved, the combatant command J-2, in coordination with the DJIOC, will lead the DOD intelligence campaign planning process. At this point, intelligence campaign planning results in the development of intelligence tasks to support achieving the combatant commander's approved COA. The process will also focus on developing the intelligence, surveillance, and reconnaissance (ISR) strategy and beginning the synchronization of requisite intelligence support. The National Intelligence Support Plan and the combat support agencies' functional support plans will be initiated during this phase.

(b) As part of concept development (or at any other stage of plan development), the combatant commander may seek Secretary of Defense approval and guidance to conduct interagency planning and coordination.

(c) For IPR 'C', the combatant commander's estimate broadly outlines how forces will conduct integrated, joint operations to accomplish the mission. Among other elements and as appropriate, it communicates:

1. Recommended COAs and supporting rationale.
2. Descriptions and assessments of alternate COAs and the rationale for not recommending them.
3. Feasible enemy COAs and comparison of enemy and friendly COAs.
4. Commander's intent and desired end state.
5. Assessed strategic and operational centers of gravity.
6. Estimated level and duration of the operation.
7. Nature, purpose, time-phasing, and interrelationship of operations, including specific relationships to strategic communication.
8. Branches, sequels, or other options, including warning and response times, that involve scenarios likely to confront the command.
9. Gross transportation feasibility.
10. Potential interagency and/or multinational involvement.
11. The concept for sequencing the operation.

(d) Transition to plan development is marked by approval of a COA and/or plan concept.

(3) Final Plan Approval IPR

(a) During plan development, the combatant commander completes detailed planning and produces the base plan with required annexes. The combatant commander, staff, and subordinate commanders, including directors of supporting agencies, conduct deployment, employment, and sustainment planning; detailed sourcing in coordination with the Military Departments; comprehensive feasibility analyses; and other actions pursuant to guidance and direction received at other IPRs. During this phase, combatant command-led intelligence campaign planning with the DJIOC completes an Annex B Intelligence Plan with support plans addressing combatant command, national, and ISR capabilities. Finally, the combatant commander submits the plan summary, basic plan, and required annexes to the Chairman of the Joint Chiefs of Staff for JPEC review. Combatant commanders planning with forces beyond what they have been apportioned must identify those forces to the Joint Staff/J-8 (Forces Division), the Chairman of the Joint Chiefs of Staff, and the Secretary of Defense to enable senior leadership to better understand the competing demands to the National

Defense Strategy and associated risk assessments that may result in the development of mitigation options or adjustments to strategic priorities.

(b) For selected top priority plans, following JPEC and OSD review, the combatant commander will present the plan to the JCS Tank before briefing the plan to the Secretary of Defense in IPR 'F'. At IPR 'F', the Chairman of the Joint Chiefs of Staff and USD(P) will include issues arising from, or resolved during, plan review (e.g., key risks, decision points). The intended result of IPR 'F' is Secretary of Defense approval of the base plan and required annexes, the resolution of any remaining key issues, and approval to proceed with plan assessment (if applicable) with any amplifying guidance or direction.

(4) Plan Assessment. During plan assessment, the combatant commander extends and refines planning while supporting and subordinate commanders complete their plans for review and approval. The combatant commander continues to develop branch plans and other options for the Secretary of Defense and the President as required or directed. When required by the supported combatant commander, supporting commands and agencies submit supporting plans within 60 days after Secretary of Defense approval of the base plan.

(a) As part of plan assessment, and with approval of the Secretary of Defense, the combatant commander may present the plan's Annex V (Interagency Coordination) to the OSD and Joint Staff Annex V working group for transmittal to the National Security Council (NSC), with the intent of obtaining managed interagency staffing and plan development. In advance of authorization for formal transmittal of Annex V to the NSC, the combatant commander may request interagency consultation on approved Annex V elements by the Joint Staff and OSD working group. Additionally, during this step, the combatant commander may request authority to conduct multinational planning.

(b) Under a fully mature AP process, "triggers" will alert the planning community to reassess and revise, if necessary, contingency plans, thereby keeping them in a "living" state. These triggers include, but are not limited to, changes associated with:

1. Implied or stated plan assumptions.
2. Force or enemy military structure and/or capabilities.
3. Readiness levels and availability of forces.
4. COA timelines.
5. Strategic guidance.

6. Intentions (U.S. and enemy).
7. Alliances.
8. Key planning factors.

(c) Plan assessment encompasses four distinct evaluations of a plan; refinement (R), adaptation (A), termination (T), or execution (E). Depending on the nature or significance of such triggers, plans may only require refinement (as outlined in forthcoming paragraphs). Refining a plan to maintain it in a “living” state does not require an additional IPR. An IPR is required, however, if the plan requires a more complex adaptation, is recommended for termination, or is required for execution. During plan assessment, the combatant commander will conduct as many IPRs as required with the Secretary of Defense to maintain plans in a “living” state. As stated in Enclosure A, top priority plans and CPG-directed plans unique to specific commanders are required to be reviewed every six months at a minimum. Further, these plans require a review if there are significant changes in the following: strategy, risk and/or tolerance of risk, assumptions, US capabilities, enemy and/or adversary intent or capabilities, resources, or alliances.

2. IPR Requirements

a. IPR ‘F’. IPR ‘F’ for top priority plans and CPG-directed plans unique to specific commanders should be completed within one year of JSCP publication (or as directed), with a goal of plan completion of six months.

b. IPR Pre-Briefs. To assist the Secretary of Defense and other senior leaders prior to an IPR, combatant commanders are required to provide the Joint Staff and USD(P) with read ahead copies of draft briefs two weeks prior to scheduled IPRs. Final briefs should be submitted no later than five working days prior to the IPR. Combatant command contingency plan OPRs will submit pre-briefs to the JOWPD regional plans OPR (or other Joint Staff SME as appropriate), who will maintain responsibility for appropriate Joint Staff and OUSD(P) distribution. Combatant commanders are encouraged to pre-brief their IPRs to selected Joint Staff and OSD principals during the week of the IPR.

c. IPR Administration

(1) JOWPD will maintain an IPR schedule on the JOWPD SIPRNET site that tracks the status of IPRs.

(2) The combatant commander schedules each IPR with the designated approval authority. The Joint Staff OPR and/or SME assists as necessary to schedule Joint Staff meetings once the IPR is on the calendar.

(3) OUSD(P), in concert with Joint Staff/J-7 (JOWPD), is responsible for coordinating IPR agendas and promulgating after-action memorandums that capture decisions or modifications to guidance.

d. IPR Attendance

(1) The following will generally attend Secretary of Defense IPRs (in addition to the Secretary of Defense and the supported combatant commander):

- (a) Deputy Secretary of Defense.
- (b) Chairman of the Joint Chiefs of Staff, Vice Chairman of the Joint Chiefs of Staff, and/or Director, Joint Staff.
- (c) USD(P) and/or Principal Deputy USD(P).
- (d) Under Secretary of Defense for Intelligence.
- (e) Applicable regional or functional Assistant Secretaries of Defense.
- (f) Deputy Assistant Secretary of Defense (Policy Planning) [as required].
- (g) Directors of J-directorates, Joint Staff [as required].
- (h) Designated military assistants [as required].

(2) The following may also attend, as required:

- (a) DOD General Counsel.
- (b) Selected supporting commanders.
- (c) Other designated Deputy Assistant Secretaries of Defense.
- (d) Director for Plans, Office of the USD(P).
- (e) Director, Strategy, Contingency Planning, and Assessments (Intelligence and Warfighting Support (IWS), OUSD(I)) or Director, Intelligence Campaign Plans Office, IWS, OUSD(I).
- (f) Chief, Joint Staff/J-7 JOWPD.
- (g) Senior planner of the supported combatant command.
- (h) Senior Service planners.

(i) Other military assistants.

(j) Selected combat support agency directors or their representatives.

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ENCLOSURE E

REFERENCES

- a. Contingency Planning Guidance (current revision)
- b. CJCSI 3110.01 Series, “Joint Strategic Planning System”
- c. CJCSM 3122.01 Series, “Joint Operation Planning and Execution System (JOPES) Volume I (Planning Policies and Procedures)”
- d. CJCSM 3122.03 Series, “Joint Operation Planning and Execution System Volume II, Planning Formats and Guidance”
- e. CJCSM 3122.04 Series, “Joint Operation Planning and Execution System Volume II Supplemental Planning Formats and Guidance”
- f. CJCSM 3122.02 Series, “Joint Operation Planning and Execution System (JOPES), Volume III (Crisis Action Time-Phased Force and Deployment Data Development and Deployment Execution)”
- g. Adaptive Planning Roadmap (current revision)
- h. CJCSI 3110.03 Series, “Logistics Supplement to the Joint Strategic Capabilities Plan (JSCP) FY 2005 (U)”
- i. CJCSM 5002.01 Series, “Meetings in the JCS Conference Room”

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GLOSSARY

ABBREVIATIONS AND ACRONYMS

AP	adaptive planning
C4	command, control, communications, and computers
CA	civil affairs
CANUS	Canada–United States
CBRNE	chemical, biological, radiological, nuclear, and high-yield explosives
CBT	combating terrorism
CCDR	combatant commander
CJCS	Chairman of the Joint Chiefs of Staff
CNA	computer network attack
CND	computer network defense
CNE	computer network exploitation
COA	course of action
CONPLAN	operation plan in concept format/concept plan
CONUS	continental United States
COOP	continuity of operations
CP	counter proliferation
CPG	Contingency Planning Guidance
DCMA	Defense Contract Management Agency
DISA	Defense Intelligence Service Agency
DJ-3	Director, Directorate for Operations
DJ-6	Director, Directorate for Command, Control, Communications, and Computer Systems
DJ-7	Director, Directorate for Operational Plans and Joint Force Development
DJIOC	Defense Joint Intelligence Operations Center
DLA	Defense Logistics Agency
DTRA	Defense Threat Reduction Agency
EW	electronic warfare
GFM	global force management
IADB	Inter-American Defense Board
ICP	intelligence campaign planning
IO	information operations
IPR	in-progress review
IPR ‘A’	Plan Assumption IPR

IPR 'C'	Concept of Operations IPR
IPR 'F'	Final Plan Approval IPR
ISR	intelligence, surveillance, and reconnaissance
IWS	Intelligence and Warfighting Support (OSD)
J-3	operations directorate of a joint staff
J-4	logistics directorate of a joint staff
J-5	strategic plans and policy directorate of a joint staff
J-7	operational plans and joint force development directorate of a joint staff
J-8	force structure, resources, and assessment directorate of a joint staff
JCS	Joint Chiefs of Staff
JOPEs	Joint Operation Planning and Execution System
JOWPD	Joint Operational War Plans Division
JPEC	Joint Planning and Execution Community
JSCP	Joint Strategic Capabilities Plan
JSSC	Joint Staff Support Center
LSA	logistics sustainability analysis
MCC	Military Cooperation Committee
NATO	North Atlantic Treaty Organization
NMCC	National Military Command Center
NMCS	National Military Command System
NMS	National Military Strategy
NORAD	North American Aerospace Defense Command
NSA	National Security Agency
NSC	National Security Council
OCJCS	Office of the Chairman of the Joint Chiefs of Staff
OPR	office of primary responsibility
OSD	Office of the Secretary of Defense
OUSD(I)	Office of the Under Secretary of Defense for Intelligence
OUSD(P)	Office of the Under Secretary of Defense for Policy
POC	point of contact
PSYOP	psychological operations
RATE	refine, adapt, terminate, and execute
ROE	rules of engagement
SecDef	Secretary of Defense
SIPRNET	SECRET Internet Protocol Router Network
SO	special operations

SME	subject matter expertise
STO	special technical operations
TPFDD	time phased force and deployment data
USD(P)	Under Secretary of Defense for Policy
VCJCS	Vice Chairman of the Joint Chiefs of Staff

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