

CHAPTER 6

PLANNING FOR MOBILIZATION AND DEPLOYMENT

“We will develop the capability to put combat force anywhere in the world in 96 hours after liftoff—in brigade combat teams for both stability and support operations and for warfighting. We will build that capability into a momentum that generates a warfighting division on the ground in 120 hours and five divisions in 30 days.”

The Army Vision

SECTION I INTRODUCTION

6-1. Chapter content

The *Army Vision* statement forcefully expresses today’s Army deployability requirements. Our Army is evaluating its ability to rapidly deploy decisive force throughout the world. In view of today’s complex global environment, the Army must remain prepared, trained and ready to deploy operationally, and to expand rapidly and if necessary, mobilize to meet its regional and territorial responsibilities. The Army force structure must be designed to allow force projection with maximum combat power and support units to sustain that power. The Active Army and Reserve Components must provide both capabilities without the lengthy preparation periods that have been characteristic of the past. The need for deploying a substantial number of Reserve Component units overseas in the initial stages of a conflict underscores the importance placed on the Army force structure. The deterrent value of mobilization resides not only in the Active Army and Reserve Components, but also in the preparedness to convert civilian manpower and industrial production rapidly into military power, individual replacements, and supplies. The capability of the United States to expand the active force rapidly and efficiently through mobilization is essential in deterring potential enemies. Such a capability assures our allies of U.S. resolve. Fundamental to achieving such a capability is the coordination of mobilization planning with the planned deployments for war that require mobilization.

6-2. Chapter organization

This chapter covers mobilization and deployment planning systems. Although the focus is on joint planning systems, the participation of the Army in these systems is explained in some detail. Also discussed are the Department of Defense (DOD) objectives for improving industrial preparedness in the U.S. and the Army industrial preparedness program. The discussion of mobilization and deployment is presented in 7 sections:

- The planning system.
- Deliberate (peace time) planning process.

- Crisis action (time sensitive) planning.
- Army mobilization.
- Mobilization management.
- Industrial preparedness.
- Summary.

SECTION II

PLANNING SYSTEM DESCRIPTION, DELIBERATE PLANNING, AND CRISIS ACTION PLANNING

6-3. The planning system

Joint operational planning encompasses planning for the full range of activities required for conducting joint operations and includes mobilization, deployment, and employment planning. Joint operational planning is conducted within the framework of the Joint Strategic Planning System (JSPS) (discussed in chapter 4) and the Joint Operation Planning and Execution System (JOPES). These systems are related to each other and to the DOD Planning, Programming, and Budgeting System (discussed in chapter 9). Army operational planning to implement joint operational planning tasks is conducted within the framework of the Army Mobilization and Operations Planning and Execution System (AMOPES). Other service systems, similar to AMOPES, include the Navy Capabilities and Mobilization Plan (NCMP), the Marine Corps Capabilities Plan (MCP) and Marine Corps Mobilization Management Plan (MPLAN), the Air Force War and Mobilization Plan (WMP), and the Coast Guard Capabilities Plan (CG CAP) and Coast Guard Logistic Support and Capabilities Plan (CG LSCP).

a. JSPS. The JSPS is a flexible and interactive process, and is the primary formal means by which the Chairman of the Joint Chiefs of Staff (CJCS), in coordination with the other members of the Joint Chiefs of Staff (JCS) and combatant commanders, carries out statutory responsibilities and discharges strategic planning responsibilities. The JSPS is the mechanism for translating national security policy, resource planning guidance (as reflected in the National Security Decision Directive (NSDD)), and CINC requirements into strategic guidance, force structuring objectives, and operations planning guidance (Figure 6-1). The link with JOPES is through the Joint Strategic Capabilities Plan (JSCP), which provides short-term operational planning guidance to the military Services and Commanders in Chief (CINC).

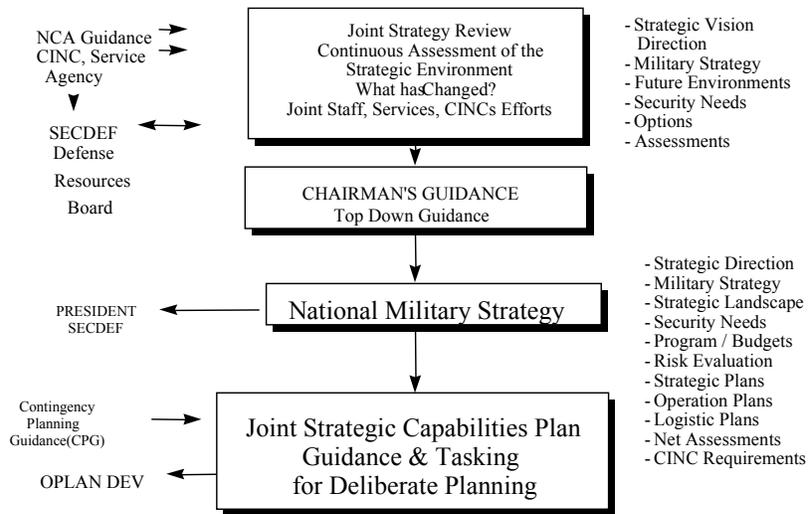


Figure 6-1. Joint Strategic Planning System

b. JSCP. The JSCP, as the link to JOPES, provides guidance to the combatant commanders and the chiefs of the Services to accomplish tasks and missions utilizing the current capabilities. It also apportions resources to combatant commanders, based on military capabilities resulting from completed program and budget actions. Additionally, the JSCP provides a solid framework for capabilities-based military advice provided to the National Command Authorities (NCA).

c. JOPES. JOPES provides a single, interoperable planning and execution process, using similar policies and procedures needed during war and in smaller scale contingencies (SSC). It also provides for orderly and coordinated problem solving and decision-making supported by modern communications and computer systems. Thus, it is the joint command and control system for operation planning and execution covering the full spectrum of potential threats identified through the national security planning process. JOPES provides the means to respond to emerging crisis situations or transition to war through rapid, coordinated planning and execution. It also addresses mobilization, deployment, employment, and sustainment mission areas. The design is to support commanders and planners at national, theater, and supporting levels. The goals of JOPES are to—

- (1) Support the development of operation plans (OPLANs), concept plans (CONPLANs), functional plans, campaign plans, and the development of operation orders (OPORD) within time-constrained crisis situations.
- (2) Permit theater commanders to start, stop, or redirect military operations effectively and rapidly.
- (3) Support peacetime, crisis, and wartime planning and execution.
- (4) Integrate mobilization, deployment, employment, and sustainment activities.
- (5) Standardize policies and procedures which will be similar, in peacetime (including exercises) and crisis situations.
- (6) Support the rapid evaluation of military options and development of courses of action (COA) in single or multi-theater scenarios (for example two major theater wars (MTW)).
- (7) Exploit information technology (IT) and communications technology advances. Specifically, utilization of the capabilities of the Global Command and Control System (GCCS) and communications assets as the Defense Data Network (DDN).

(8) Expedite the development of military estimates of situations.

(9) Ensure the dissemination and presentation of timely, accurate, and properly aggregated information.

(10) Allow planners to identify resource shortfalls (personnel, transportation, materiel, forces, medical, and civil engineering services).

(11) Secure from unauthorized access, data manipulation, and data retrieval. System hardware must be TEMPEST (an unclassified term referring to technical investigations for compromising emanations from electrically operated information processing equipment) qualified and must be security certifiable for top secret sensitive compartmented information (SCI).

d. Systems relationship. JOPES is the principal system for translating and implementing policy decisions of the National Security Council (NSC) System (NSCS) and the Joint Strategic Planning System (JSPS) into plans and orders for operations in support of national security policy. It also provides a means of identifying risks in executing currently assigned missions employing currently available resources. AMOPES is the Army's mobilization interface with JOPES. It is applicable to Army components of unified commands, the major Army commands (MACOMs), and other supporting commands and agencies.

e. JOPES overview. JOPES is the integrated joint conventional command and control system used to support all military operation monitoring, planning, and execution (including theater-level nuclear and chemical plans) activities. JOPES incorporates policies, procedures, personnel, and facilities by interfacing with IT systems, reporting systems, and the underlying GCCS. JOPES provides IT support to senior-level decisionmakers and their staffs with enhanced capabilities to plan and conduct joint military operations. JOPES procedures and IT systems are the mechanisms for submitting movement requirements to the United States Transportation Command (USTRANSCOM).

f. Joint Planning And Execution Community (JPEC). JOPES provides support to and is used by decision makers and their staffs at all levels of the national structure for joint planning and execution. This structure is defined as the National Command Authority (NCA) and the JPEC. Membership includes, but is not limited to the following:

(1) National level.

- CJCS.
- Service Chiefs.
- Joint Staff.
- Services.

(2) Theater level. Supported commands (including Service component commands, sub-unified commands, and joint task forces).

(3) Supporting organizational level.

- Supporting commands (including Service component commands and supporting combatant commands).
- Defense agencies.
- Non-DOD departments and agencies.
- Allied commands and agencies.

g. JOPES planning and execution methodology. JOPES supports the joint planning and execution process used during peacetime operations, exercises, hostilities other-than-war, and war. JOPES procedures provide for various levels of decision-making in deliberate and crisis action planning environments. The five operational functions of JOPES (Figure 6-2) govern both deliberate and crisis action planning processes. Together with the two JOPES supporting functions (simulation and analysis and monitoring), they form the JOPES methodology.

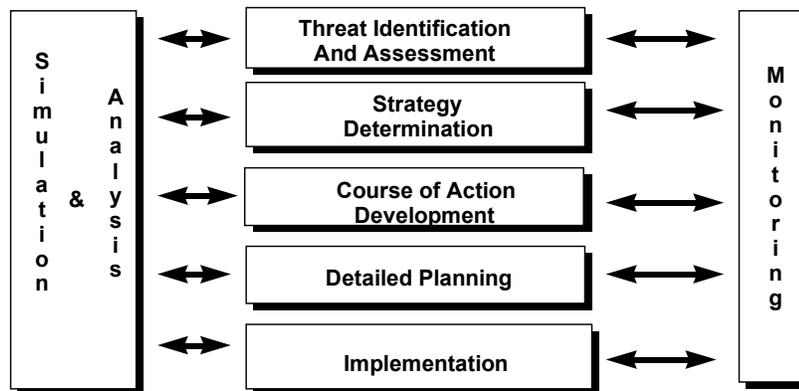


Figure 6-2. Joint Operations Planning and Execution System (JOPES)

h. JOPES procedural principles.

(1) Single set of information technology (IT) procedures. JOPES embodies a single set of IT procedures that, combined with administrative policies and procedures, govern all aspects of conventional military operation planning and execution (including theater-level nuclear and chemical plans). This single networked system ensures that all participants in all aspects of joint military planning and execution use the same vocabulary, procedures, and joint IT support, thus facilitating the transition from training to planning, then to effective military operations.

(2) Use of existing or programmed capabilities and resources. JOPES planning is capabilities based. Military planners use the forces and resources specified for regional or global planning in the JSCP and CJCS orders, Service capabilities documents, and approved operation plans or orders. Using the forces and resources apportioned for planning, the Commander in Chiefs CINC's select those forces they intend to employ within their plans to complete the assigned tasks.

(3) Shortfall identification and risk analysis. JOPES contains specific procedures for the supported command to identify shortfalls between the planned requirement and the identified capability at various points in the planning process. The supported command then attempts to resolve shortfalls, conducts risk analysis if the shortfalls are not resolved, and redefines the CINC's Strategic Concept if the resultant risk is too great.

(4) Plans maintenance. Completed and approved plans will be maintained and updated as changes occur. A new plan is required only when the threat, taskings, forces assigned, resources available, or concept of operations change to the extent the supported CINC and the CJCS deem it necessary to develop a new plan. Otherwise, commanders and their staffs concentrate on keeping existing plans and orders up to date and executable.

i. JOPES policies, procedures, and guidance. Procedures, guidance, and descriptions of IT system support and reporting structure necessary to conduct joint operation planning and execution are contained in four Chairman of the Joint Chiefs of Staff memorandums (CJCSM):

(1) CJCSM 3122.01, Joint Operation and Planning and Execution System (JOPES) Volume I (Planning Policies and Procedures), provides policy, guidance, and procedures for the development, coordination, dissemination, review, approval, and implementation of joint OPLANs and OPORDs.

(2) CJCSM 3122.03A, Joint Operation Planning and Execution System (JOPES) Volume II (Planning Formats and Guidance), prescribes standard formats and minimum content for operation plans, concept summaries, annexes, appendixes, tabs, and exhibits. It is functionally oriented and provides directional, procedural, and planning guidance keyed to certain plan annexes.

(3) CJCSM 3500.02A, Joint Operational Planning and Execution System (JOPES) Volume III (Crisis Action Time-Phased Force and Deployment Data Development and Deployment Execution), prescribes standard formats and minimum content for crisis action planning (CAP) procedures, orders, letters, reports, and the CAP checklists.

(4) CJCSM 3150.16A, Joint Operation Planning and Execution System (JOPES) Reporting Structure (JOPEsRE), prescribes reporting procedures, reporting channels and timelines necessary to conduct joint operation planning.

j. JOPES functions. JOPES consists of seven interrelated functions that provide a framework for joint military planning and execution. Figure 6-2 depicts the five operational functions and two supporting functions. The five operational functions are sequentially related, proceeding in a logical order from identification of a threat, to determination of strategy that counters the threat, to course of action (COA) development, to detailed planning, and finally, to actual implementation of military operations. The supporting functions, on the other hand, relate to all of the operational functions and have an impact on each JOPES operational function. Figure 6-3 displays the operational functions and identifies the major inputs and outputs of each operational function.

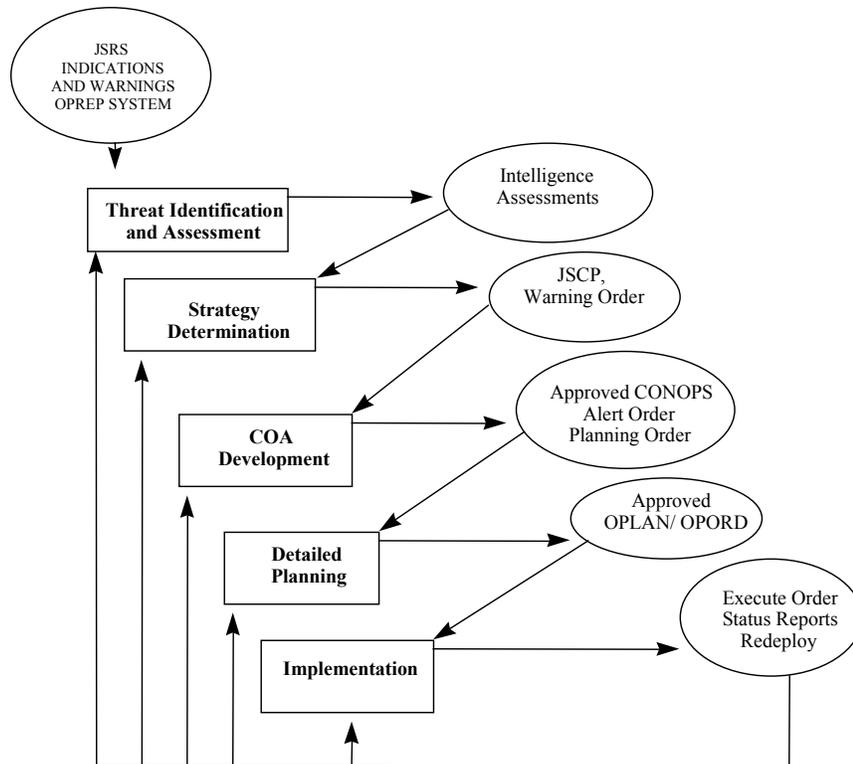


Figure 6-3. Functional Process Major Inputs and Outputs

(1) *Threat identification and assessment.* This function addresses procedures for continuous monitoring of the international political and military environment so threats to national security can be detected and analyzed, alerting decisionmakers, and determining and defining threat capabilities and intentions. Through detailed planning and the development of courses of action at the operational level and monitoring and adjusting operations during execution, this function provides information for strategic planning and resource allocation at the national level. All organizational levels are supported by this function during crisis action planning and execution.

(2) *Strategy determination.* Using this function, the NCA, CJCS, and Joint Staff formulate suitable and feasible military direction to counter the threats and to develop courses of action. It involves formulating politico-military assessments, developing and evaluating military strategy and clearly defining political and military objectives or end state, apportioning forces and other resources, formulating concepts and military options, and developing planning guidance leading to the preparation of COAs, OPLANs, and OPORDs. This process begins with an analysis of existing strategy guidance in light of the intelligence estimate and ends with issuance of either the JSCP in peacetime or a CJCS warning or planning order during crisis action planning situations.

(3) *Course of action development.* In COA development during peacetime, the supported command develops the CINC's Strategic Concept based on Joint Staff and Service planning guidance and resource apportionment provided in the JSCP and Service documents. In crisis situations, the supported command develops COAs based on CJCS planning guidance and resource allocation from approved OPLANs and CJCS warning or alert orders. Using this JOPES function coupled with the JOPES support function, simulation and analysis, force sustainment and transportation feasibility are analyzed. The Services, through Service component commands, and supporting commands provide supportability estimates of the CINC's Strategic Concept or

COAs to the supported command. Products from COA development include CINC's Strategic Concept; CJCS-approved Concept of Operations (CONOPS); the Commander's Estimate, including COAs; supportability estimates; and, time permitting, an integrated time-phased databases of notional combat, combat support (CS), and combat service support (CSS) force requirements, with an estimate of required sustainment.

(4) Detailed planning. This function is used in developing a CONPLAN, OPLAN, or OPORD with supporting annexes and in determining preliminary movement feasibility. This function provides detailed force lists and required sustainment. This includes a fully integrated schedule of deployment, employment and mobilization activities, determination of support requirements, including medical, civil engineering, air refueling, host nation support and transportation needs, all based on the CJCS-approved CONOPS or COA. Detailed planning begins with CJCS guidance in the form of an approval for further planning in a peacetime environment or a CJCS Alert or Planning Order in a crisis action planning situation and ends with a CJCS-approved OPLAN or NCA-approved OPORD.

(5) Implementation. This function provides decision makers the tools to monitor, analyze, and control events during the conduct of military operations. It encompasses the execution of military operations and provides procedures to issue OPORDs; conduct mobilization, deployment, employment, and sustainment activities; and adjust operations where required. The ability to monitor and compare actual events with scheduled events is crucial to assessing mission accomplishment; controlling, directing, replanning, redirecting, or terminating operations; and conducting redeployment. Planning is a cyclic process that continues throughout implementation. Implementation begins with the CJCS execute order and usually ends with some type of replanning effort such as redeployment or redirection of operations.

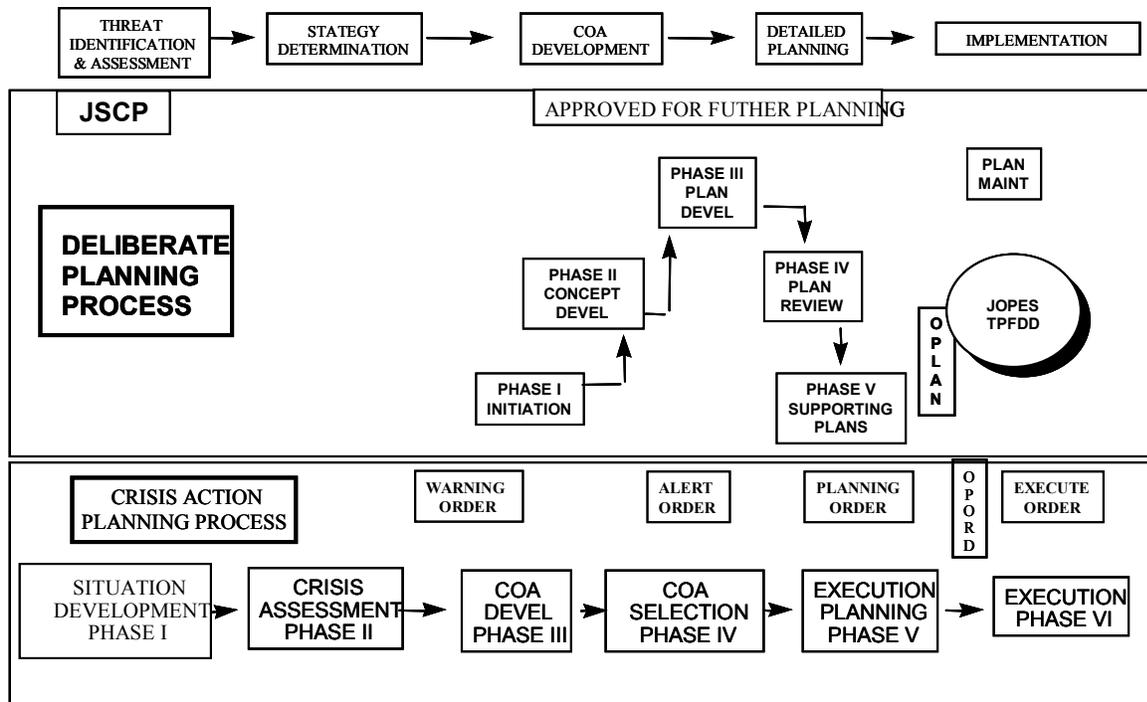
(6) Supporting functions. Two supporting functions identified in Figure 6-2, monitoring and simulation and analysis, complement the operational functions to complete the conceptual framework of JOPES.

(a) Monitoring. This supporting function supports each of the other JOPES functions by obtaining current, accurate information concerning the status of friendly, enemy, and neutral forces and resources in accomplishing mission tasks. Examples of information processed are objective accomplishment; consumption data; and the status of deployment, procurement, mobilization, forces, and facilities.

(b) Simulation and analysis. This supporting function offers various automated techniques that enhance each of the other JOPES functions. Examples of simulation and analysis applications, when feasible, are force-on-force assessments (suitability); generation of force requirements; comparison of requirements to capabilities, such as consumption data; closure profiles (feasibility); and generation of mobilization and sustainment requirements based on need.

k. **JOPES planning process.** Joint operation planning and execution is a continuous, iterative process. It begins in response to perceived and identified threats to U.S. security interests; continues through military option and COA selection, operation plan, and operation order development and implementation; and ends when the requirement for the plan is canceled, the operation is terminated, or the crisis is satisfactorily resolved. Figure 6-4 shows the JOPES operational functions aligned with the deliberate and crisis action planning process.

Figure 6-4. JOPES Relational Functions



6-4. Deliberate planning

a. **Applicability of JOPES.** This section describes the applicability of JOPES to deliberate planning, describes the deliberate planning process for operation plans, outlines responsibilities and recommended time requirements for the planning cycle, and provides guidance for resolving conflicts. JOPES applies to all operation plans except for the Single Integrated Operation Plan (SIOP) that is prepared with inputs from the CINCs in response to CJCS requirements. Operation plans are prepared in complete format or in concept plan format. Theater engagement plans and campaign planning are also a vital portion of the deliberate planning process. All are described below:

(1) *Operation plans (OPLANs).* An OPLAN is a complete and detailed plan for the conduct of joint military operations. Prepared by the combatant commander, it includes a full description of the concept of operations and all annexes applicable to the plan. It identifies the specific forces, functional support and resources required to execute the plan and provides closure estimates for their movement into the theater. An OPLAN can be quickly developed into an OPORD. OPLANs are normally prepared when the contingency is critical to national security and requires detailed prior planning or when detailed planning will contribute to deterrence by demonstrating readiness through planning. In some cases detailed planning is required to support alliance or combined planning. OPLANs also facilitate the transition to war and, through the development of supporting plans, establish the feasibility of the plan’s concept of operations.

(2) *Concept plans (CONPLANs)*. A CONPLAN is an operation plan with or without time-phased force and deployment data (TPFDD) 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 CINC to complete planning. CONPLANs with TPFDD require more detailed planning for the phased deployment of forces. Supporting plans are prepared as tasked by the supported combatant commander in support of their deliberate plans. As a rule, detailed support requirements are not calculated and TPFDD files are not prepared.

(3) *Functional plans*. The combatant commanders develop plans involving the conduct of military operations in a peacetime or non-hostile environment. Examples include plans for disaster relief, peace keeping, nation assistance, logistics, communications, surveillance, protection of U.S. citizens, nuclear weapon recovery and evacuation, and continuity of operations. Requirements for these plans should be satisfied by command publications. An example is the United States Army Europe (USAREUR) Reconstitution Plan. Unless specifically directed, no requirement exists to submit these plans to the Joint Staff for review and CJCS approval, but information copies will be submitted to the Joint Staff, J-7, for internal Joint Staff distribution. Although the planning procedures and formats prescribed in JOPEs, Volume II, are not mandatory for such plans, they may be useful.

b. Campaign planning. Campaign planning is the process whereby combatant commanders and subordinate joint task force commanders translate national and theater strategy into operational concepts through the development of campaign plans. Campaign planning may begin prior to or during deliberate planning when the actual threat, national guidance and resources become evident, but is not completed until the NCA select the COA during crisis action planning. Campaign planning is normally conducted when contemplated military operations exceed the scope of a single major joint operation.

c. Deliberate planning process for OPLANs.

(1) Conducted primarily during peacetime, deliberate planning is designed as a cyclic process which involves the entire JPEC in a coordinated effort to develop and refine plans to be used in wartime. In its basic form, deliberate planning has five formal phases (Figure 6-4). These phases produce a family of plans (the supported commander's plan, supporting plans, and plans designed for concurrent execution).

(2) Forces and sustainment requirements are developed by the supported commander and resourced by the Services, supporting commanders, and Defense agencies. The resourced forces and sustainment requirements requiring common-user lift are time-phased by the supported CINC and scheduled for movement by USTRANSCOM. The supported commander prepares the various annexes that provide detailed guidance to supported command components and subordinate commanders. The supported commander is authorized to task supporting commands and DOD agencies to participate in the planning process to include submitting supporting plans, as required. The supported command may also request Joint Staff assistance in gaining planning support from agencies outside the Department of Defense. Supporting commands and agencies should be informed of support requirements as early as possible in the planning process. OPLANs must be thoroughly coordinated. The format and content for an OPLAN are prescribed in CJCSM 3122.03A, JOPEs, Volume II.

d. Deliberate planning process for CONPLANs. The planning process for CONPLANs is the same as for OPLANs, except that the CONPLAN process normally omits the resource detail

developed in the Plan Development Phase. The format and content for a CONPLAN are prescribed in CJSCM 3122.03A, JOPES, Volume II.

e. Planning cycle responsibilities and time requirements. JOPES uses a planning cycle that begins when the Joint Staff, in the name of the CJCS, publishes the JSCP and planning schedules and terminates at the end of the period to which the JSCP applies. The Joint Staff also reviews OPLANs, CONPLANs, Strategic concepts and functional plans are prepared by the CINCs in accordance with provisions of Enclosure D, CJCSM 3122.03. The JSCP provides guidance, assigns tasks, apportions major combat forces, and specifies items of materiel and lift assets available for planning. Following publication of the JSCP, the Joint Staff, in coordination with the combatant commands, will produce an initial planning schedule for the development of the operation plans and concept summaries tasked in the JSCP. The initial planning schedule will be disseminated by message and will set forth established OPLAN submission and if required, plan refinement conference dates. All CINCs plans will be forwarded to the joint staff for approval. Upon receipt and after analysis of JSCP taskings and planning guidance, supported commanders develop new OPLANs, request permission to cancel approved plans no longer meeting JSCP requirements, or revise existing plans to conform to current JSCP and CJCS taskings. Canceled plans must be retained on file for a two-year period. Upon expiration of the two-year period, the record copy of the OPLAN (less TPFDD file) or CONPLAN specified as the permanent record will be retired to the applicable Federal records center. Records so retired will be marked with appropriate instructions to ensure their protection against improper release in accordance with CJCSI 5714.01, *Release Procedures for Joint Staff and Joint Papers and Information*. If the requirement for an existing operation plan is not changed by the JSCP tasking, the supported commander should review the plan to determine whether it is still sufficient and can still pass the tests of acceptability, feasibility, adequacy, and consistency with joint doctrine. If the plan still sufficiently passes these tests, the tasking may be satisfied by a message to the CJCS stating that the plan has been reviewed, analyzed, and can still meet the JSCP tasking. If the CJCS review results in concurrence, a CJCS message or memorandum will approve the plan for the appropriate JSCP period.

f. Conflicting guidance. CINCs who are also commanders of combined commands or who conduct coordinated planning on a bilateral or combined basis will report to the CJCS any conflicts between the guidance contained in JOPES and directives received from international authorities or provisions of any plan established by international agreement. The Chairman, U.S. Section, Canada-United States Military Cooperation Committee, will report to the CJCS any conflicts between plans developed by the committee and the guidance in JOPES. In all cases, the provisions in JOPES will have precedence pending resolution of the conflict.

g. Deliberate planning procedures. Procedures for deliberate planning are designed to assist the planning community in the timely, efficient development of OPLANs and to provide a consistent framework for the planning process. The deliberate planning process phases and procedures are as shown in Figure 6-5 and 6-6. A detailed discussion of the requirements of each phase follows:

(1) Phase I—Initiation. Initiation is the phase in which planning tasks are assigned, resources available for planning are identified, and the groundwork is laid for planning.

(a) Task assignment. In the JSCP, the CJCS tasks the CINCs to develop operation plans and concept summaries. When such taskings are issued by message or other directive, they will normally be incorporated into the next edition of the JSCP. The extent of CINCs' planning is not limited by JSCP taskings. Each CINC has broad responsibilities assigned in the Unified Command Plan (UCP) and Joint Pub 0-2, Unified Action armed forces (UNAAF) and may

prepare whatever plans are necessary to discharge those responsibilities. The CINC may decide to prepare an operation plan not required by the JSCP that would task forces not apportioned to the affected theater. However, the CINC will submit the requirements for the plan to the CJCS for approval before preparing the plan.

(b) Resources. The Joint Staff and the Services identify resources and provide guidance to the supported commander. The JSCP, other JSPS documents, joint doctrine, and Service planning documents provide the following:

- Strategic intelligence and guidance.
- Service doctrine and guidance.
- Resources available for planning.
- Priorities for accomplishing tasks.

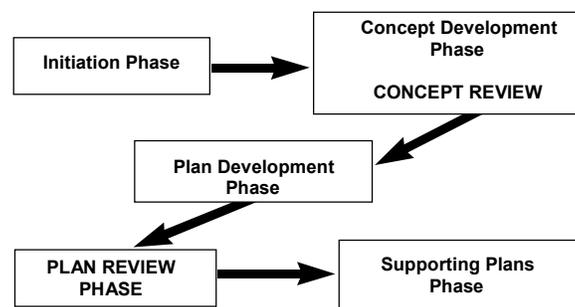


Figure 6-5. JOPES Deliberate Planning

Deliberate Planning	
PHASE I	INITIATION - CINC Receives Planning Task From CJCS - Major Forces Available For Planning
PHASE II	CONCEPT DEVELOPMENT - Mission Statement is Deduced - Subordinate Tasks Are Derived - CINC's Strategic Concepts Are Developed The Product: A Concept of Operations
PHASE III	PLAN DEVELOPMENT - Forces Selected and Time Phased - Support Requirements Computed - Strategic Deployments Simulated / Analyzed - Shortfalls Identified and Resolved - Operation Plan Completed The Product: A Complete Plan
PHASE IV	PLAN REVIEW - OPLAN / CONPLAN Reviewed & Approved By CJCS - CINC Revises Plan / Based on Review Comments The Product: An Approved Plan
PHASE V	SUPPORTING PLANS - Supporting Plans Prepared

Figure 6-6. Deliberate Planning Process

(c) Review of previous operations. The Joint Center for Lessons Learned (JCLL), as well as the Joint Utilization Lessons Learned System (JULLS) database, should be queried early in the planning process and periodically thereafter to obtain specific practical lessons in all areas of planning and execution based on actual operation and exercise occurrences. A regular review of this information during plan development can alert planners to known pitfalls and to highlight successful and innovative ideas.

(2) *Phase II—Concept development.* Concept development is the phase in which all factors that can significantly affect mission accomplishment are collected and analyzed, the mission statement is deduced, subordinate tasks are derived, COAs are developed and analyzed, the best COA determined, and the CINC's Strategic Concept developed and documented.

(3) *Phase III—Plan development.*

(a) Plan development is the phase in which the basic OPLAN, CONPLAN and supporting annexes are prepared. Upon receipt of the approved concept of operations, the supported commander prepares the OPLAN or CONPLAN in the format prescribed in JOPES, Volume II, and submits it to the CJCS for formal review and approval.

(b) During this phase, the supported commander publishes guidance in a memorandum of instruction (MOI); the force list is structured; the nonunit-related materiel, nonunit-related personnel, noncombatant evacuation order (NEO) and medical evacuees, enemy prisoners of war (EPW), retrograde cargo, and transportation requirements are determined; the nuclear, civil engineering, and medical support planning is conducted; the TPFDD file is developed; shortfalls are identified; transportation feasibility is determined; and all the elements of the plan are documented for TPFDD refinement and preparation of the plan for submission to the CJCS for review and approval.

(c) At the beginning of the Plan Development Phase, the supported commander publishes a letter of instruction (LOI). The purpose of the LOI is to provide specific guidance to the CINC's service component commanders and supporting commands and agencies on how to

develop the plan. The LOI should be coordinated with affected organizations (as an example, USTRANSCOM, or Defense Logistics Agency (DLA)) prior to publication to ensure that the planning guidance is current. The LOI should contain the supported commander's classification and Operational Security (OPSEC) planning guidance.

(4) *Phase IV—Plan review.* In this phase, all elements of the OPLAN, CONPLAN, and Concept Summary are assessed and validated. The Joint Staff, in coordination with the Services and appropriate Defense agencies, reviews OPLANS, CONPLANS, and Concept Summaries in accordance with the procedures in CJCSM 3122.01.

(5) *Phase V—Supporting plans.* In this final phase, all required supporting plans are completed, documented, and validated. Supporting plans, when required by the supported commander, will be submitted by the supporting command or agency to the supported commander within 60 days after CJCS approval. Information in the supported plan need not be repeated in the supporting plan unless it is so directed by the supported commander. In the absence of Joint Staff instructions to the contrary, the supported commander will review and approve supporting plans.

6-5. Crisis action (time sensitive) planning (CAP)

a. This paragraph and paragraphs 6-6 and 6-7 describe how the basic planning process is adapted and employed to plan and execute joint operations in crisis situations. Crisis is defined within the context of joint operation planning and execution as an incident or situation involving a threat to the United States, its territories, citizens, military forces, and possessions or vital interests that develops rapidly and creates a condition of such diplomatic, economic, political, or military importance that commitment of U.S. military forces and resources is contemplated to achieve national objectives.

b. An adequate and feasible military response to crisis demands a flexible adaptation of the basic planning process that emphasizes the time available, rapid and effective communications, and the use of previously accomplished contingency planning whenever possible. In time-sensitive **situations**, the JPEC follows formally established CAP procedures to adjust and implement previously prepared contingency plans or to develop and execute OPORDs where no useful contingency plan exists for the evolving crisis. CAP procedures provide for the rapid and effective exchange of information and analysis, the timely preparation of military COAs for consideration by the NCA, and the prompt transmission of NCA decisions to supported commanders (Figure 6-7).

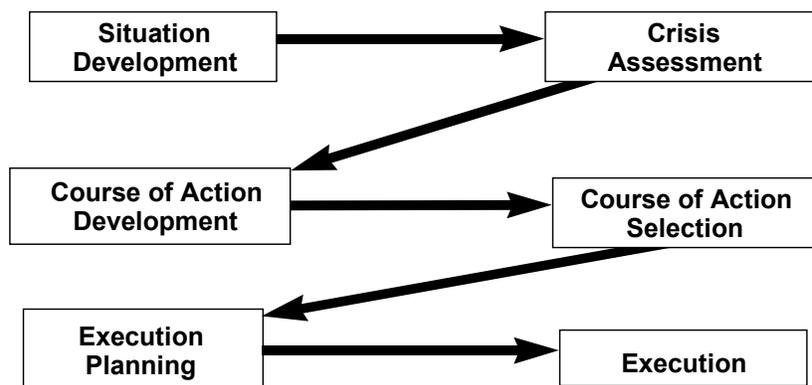


Figure 6-7. JOPES Crisis Action Planning

6-6. Relationship to deliberate planning

CAP procedures provide for the transition from peacetime operations to hostilities other than war or war. Deliberate planning supports crisis action planning by anticipating potential crises and operations and developing contingency plans that facilitate the rapid development and selection of a COA and execution planning during crises. Deliberate planning prepares for a hypothetical crisis based on the best available intelligence and using forces and resources projected to be available for the period during which the plan will be effective. It relies heavily on assumptions regarding the political and military circumstances that will exist when the plan is implemented. These ambiguities make it improbable that any contingency plan will be usable without modification as a given crisis unfolds, and every crisis situation cannot be anticipated. However, the detailed analysis and coordination accomplished during the time available for deliberate planning can expedite effective decision-making and execution planning as the crisis unfolds and assumptions and projections are replaced with facts and actual conditions. CAP procedures provide the means to respond to any crisis within a constrained time frame. CAP routinely includes the consideration and exploitation of deliberate contingency planning whenever possible.

6-7. Crisis action planning phases

a. Planning sequence. Because crises are fluid and involve dynamic events, planning procedures must be flexible. The activities of the JPEC are keyed to the time available and the significance of the crisis. Planning procedures describe a logical sequence of events beginning with the recognition of a crisis and progressing through the employment of U.S. military forces. Several points are identified in this sequence where key activities (or decisions) are required:

(1) *Phase I—Situation development.* An event when possible national security implications occur, are recognized, and reported.

(2) *Phase II—Crisis assessment.* The diplomatic, military, economic, and political implications of the crisis are weighed. A decision is made on possible requirement for a military force. Current strategy and applicable operations plans are reviewed.

(3) *Phase III—Course of action development.* CINC's are tasked, or a CINC is tasked to develop and recommend COAs, or the NCA may develop its own COA.

(4) *Phase IV—Course of action selection.* The NCA selects the COA.

(5) *Phase V—Execution planning.* A detailed operation order is prepared to support the selected COA. The level of detail is proportional to the time available for planning.

(6) *Phase VI—Execution.* The decision of the NCA to deploy or employ U.S. Forces is implemented. CAP phases are further defined in the remaining paragraphs of this section. Through the inherent flexibility of CAP, the time spent in each phase depends on the nature of the crisis.

b. Post-execution activities. Post-execution requirements (including preparing detailed after-action reports, assessing results, developing lessons learned, declassifying material, releasing information, and preparing follow-on plan reviews) will be as directed by the CJCS.

c. Operation plans. In a crisis, existing OPLANs or CONPLANs are reviewed for applicability to the situation at hand. Using CAP procedures, applicable existing plans are expanded or modified to fit the situation. If no existing plan applies, CAP procedures are followed to build an OPORD.

d. Joint planning and execution community responsibilities. Many organizations are involved in planning for a crisis. The composition of the JPEC and roles of members are described below.

e. Chairman of the Joint Chiefs of Staff (CJCS). The CJCS is the principal military adviser to the President, the NSC (NSC), and the Secretary of Defense (SecDef). The CJCS manages the planning process; provides advice, options, and recommendations to the NCA; and conveys NCA decisions to the CINCs. More specifically, the CJCS receives and analyzes reports, tasks commanders to prepare estimates and COAs, reviews those estimates and COAs, resolves conflicts and shortfalls or seeks resolution from the NCA, and monitors the deployment and employment of forces. The NCA has the final responsibility and authority in a crisis. The NCA approves a COA and authorizes the major actions to be taken, including the deployment, employment, or redeployment of forces. Authority to conduct military operations against a potential enemy, as delineated in the JSCP, rests solely with the NCA, except as authorized under the applicable rules of engagement (ROE).

f. Joint Chiefs of Staff. The other members of the Joint Chiefs of Staff are military advisers to the President, the NSC, and the SecDef. A member of the Joint Chiefs of Staff (other than the Chairman) may submit to the Chairman advice or an opinion in disagreement with, or advice or an opinion in addition to, the advice presented by the Chairman to the President, the NSC, or the SecDef. Additionally, the members of the Joint Chiefs of Staff, individually or collectively, in their capacity as military advisers provide advice to the President, the NSC, or the SecDef on a particular matter when requested.

g. Supported commander and service component commanders. The supported commander, designated by the CJCS, has the primary responsibility for responding to a crisis. The supported commander is usually the commander of the unified command of the geographic area in which the crisis occurs. As soon as the supported commander becomes aware that a military response may be needed, COA development begins and the supported commander provides an estimate of the situation to the CJCS. In developing COAs, the supported commander will consult with and task the commanders of subordinate components, subunified commands, or JTFs. If time permits, the Service component commands will develop the Service aspects of the concept, determine force and resource requirements, and build TPFDD files to implement appropriate concepts. The Service component commands will also work within Service channels to identify CS and CSS forces, critical materiel, sustaining supplies, filler and replacement personnel, and Reserve Component (RC) asset availability. Throughout the crisis, the supported commander will ensure that continuous communications are maintained with the supporting commanders concerning present requirements and anticipated future actions that might affect or necessitate additional support.

h. Supporting commanders. Supporting commanders are designated by the CJCS. Relationships between the supported and supporting commander will be in accordance with Joint Pub 0-2 (USAAF). Supporting commanders determine their ability to support each of the proposed military COAs and identify the actual units and associated movement data. Additionally, when supporting commanders provide lift assets in support of a COA, they will provide deployment estimates and schedules for non-USTRANSCOM assets.

i. Services. The Services are responsible for mobilizing and calling up RC forces when authorized; providing units, individual filler, and replacement personnel; and sustaining deployed forces.

j. USCINCTRANS and components. As a supporting commander, USCINCTRANS is responsible for the transportation aspects of worldwide strategic mobility planning (deliberate and crisis) and centralized wartime traffic management, including—

- Developing and operating the deployment elements of the crisis action planning and execution system.
- Receiving, evaluating, and coordinating global strategic mobility requirements in support of the other unified and specified commands.
- Optimizing the use of transportation capability.

k. Other supporting agencies. Combat support agencies such as the Defense Intelligence Agency (DIA), Defense Information Systems Agency (DISA), Defense Logistics Agency (DLA), Defense Mapping Agency (DMA), Central Imagery Office (CIO), and National Security Agency (NSA); and other U.S. Government agencies, such as Department of State (DOS), Central Intelligence Agency (CIA), Department of Transportation (DOT), U.S. Coast Guard (USCG), and Federal Emergency Management Agency (FEMA), play important roles as part of the planning community in developing, evaluating, selecting, and executing military COAs. These agencies provide information vital to NCA decision-making and should be considered early in the planning process; other agencies supply materiel, personnel, or other resources to support the military forces.

SECTION III

SINGLE-CRISIS AND MULTIPLE CRISIS-PROCEDURES

6-8. Initiation of single-crises procedures

As previously discussed, a response to a crisis is normally carried out in six sequential phases. The time spent in each phase depends on the nature of the crisis. In extremely time-sensitive cases, the time spent in each phase can be compressed so that all decisions are reached in conference and orders are combined or are initially issued orally. A crisis could be so time-critical, or a single COA so obvious, that the first written directive might be a deployment or execute order. The time sensitivity of some situations may require so rapid a response that the normal CAP sequence cannot be followed. Accordingly, the commander's assessment may also serve to indicate recommended COA, normally developed in Phase III. In this situation, no formal warning order is issued, and the next communication received by the supported commander from the CJCS is the planning order or alert order containing the COA to be used for execution planning. A commander's assessment and proposals should be submitted at the earliest possible time to preclude an execution decision that may not consider the commander's position. Meanwhile other members of the JPEC are gathering information and developing an accurate picture of the crisis event. The following subparagraphs describe key activities during each phase of a crisis, and Figure 6-8 presents a general flow of the CAP procedures:

a. Phase I—Situation development. Phase I begins with an event having possible national security implications and ends when the CINC submits an assessment of the situation to the NCA and the CJCS. When a significant event is recognized, an initial report is submitted to higher headquarters. If the National Military Command Center (NMCC) receives the report from a source other than the commander of the unified command in whose area the event occurred, the NMCC will make every effort to establish communication with the CINC and request a report. In an assessment report, the CINC provides as much information as possible about the nature of the crisis, the forces readily available, major constraints to possible force employment, and actions being taken, if any, within existing ROE. As appropriate, the CINC's report also contains a

succinct discussion of various COAs under consideration or recommended by the commander. A report that initiates CAP may be received by message or voice. Two formal reports that could initiate action are—

- (1)** Critical Intelligence Communication (CRITIC).
- (2)** Operational Report (OPREP)-3 PINNACLE Command Assessment (OPREP-3PCA). This is an event or incident report of possible national interest.

CRISIS ACTION PLANNING	
PHASE I	SITUATION DEVELOPMENT - An event occurs w / National Security Implications -- Monitor, Recognize Problem, Submit Cincs Assessment -- Report event to NCA / CJCS
PHASE II	CRISIS ASSESSMENT - CINC's assessment received -- Increase awareness / reporting, JCS assess, advise on possible Military Action -- NCA / CJCS Evaluation, Decide to develop Military COA
PHASE III	COA DEVELOPMENT - CJCS publishes warning order -- Develop / Evaluate COAs, Modify JOPES database -- CINC assign tasks to subordinates by Evaluation Request Message -- CINC reviews Evaluation MSGs from subordinates -- USATRANSCOM prepares deployment estimates, JCS reviews MDRS Estimate -- CINC Publishes Commanders Estimate with Recommended COA
PHASE IV	COA SELECTION - CJCS presents refined and prioritized COA to NCA -- CJCS gives Military Advice to NCA / May publish planning order before final selection by NCA -- NCA selects COA, CJCS publishes selected COA in Alert Order
PHASE V	EXECUTION PLANNING -CINC receives Alert Order / JOPES database adjusted/Movement Reqs. Identified --Convert COA into OPORD and Supporting OPORDs/ CINC Publishes OPORD
PHASE VI	EXECUTION -NCA decision to execute / CJCS Publishes by Authority / Direction of SECDEF --JPEC Reports execution status / Monitors until Crisis is resolved

Figure 6-8. Crisis Action Planning Process

b. Phase II—Crisis assessment. Phase II begins with a report from the supported commander and ends with a decision by the NCA to return to the precrisis situation, or to have military options developed for possible consideration and possible use.

(1) Phase II is characterized by increased awareness and reporting and intense information-gathering activity. The CJCS, in coordination with the other members of the JCS, provides the NCA with an assessment of the situation from the military point of view and provides advice on possible military action. The CJCS reviews current strategy and existing OPLAN data in the JOPES and evaluates reports from the CINC and other sources. The CJCS establishes, or directs the establishment of a crisis teleconference if the supported commander has not already done so. The required assets are provided by the Joint Communications Support Element (JCSE).

(2) The CINC continues to issue status reports as required and to report the significant actions taken within the existing ROE. The CINC continues to evaluate the crisis event and the disposition of assigned and available forces. The CINC will assess the employment status and availability of theater transportation assets and the transportation infrastructure.

(3) The Services participate in the CINC's review of available military forces, when time permits. The Services review will include, as appropriate, actions within Service purview to improve force readiness and sustainability and to identify potential RC requirements.

(4) USCINTRANS reviews the status of strategic lift assets and takes action as authorized and appropriate to improve the disposition and readiness of strategic lift assets and common-user port facilities.

c. Phase III—Course of action development.

(1) Phase III begins with a decision to develop possible military COAs, normally transmitted by a CJCS warning order, and ends when COAs are presented to the NCA.

(2) The warning order is a planning guidance message to the supported commander and other members of the JPEC and establishes command relationships (designating supported and supporting commanders) and states the mission, objectives, and known constraints. The warning order usually allocates forces and strategic lift or requests the supported commander to develop force and strategic lift requirements using JOPES. A tentative C-day and L-hour are provided in the warning order, or the supported commander is requested to propose a C-day and L-hour.

(3) Finally, the warning order directs the supported commander to develop COAs. If time permits, the supported command should use JOPES IT and begin entering preliminary force movement requirements. If a specific COA is already being considered, the warning order transmits the COA and requests the supported commanders' assessment. It also establishes a deadline for USTRANSCOM's preliminary force deployment estimate and force closure profile, and for the supported commander's response which is the commander's estimate. Time permitting, the CJCS may direct USTRANSCOM to develop a Deployment Estimate for analytical purposes. During the preparation of the warning order, the CJCS will use the GCCS to interact with the supported commander to ensure that mission support requirements are adequately detailed.

(4) In extremely time-sensitive situations, the warning order may be issued orally or even omitted. When it is omitted, a planning order or alert order may be issued in lieu of it and will contain the force, strategic lift, and C-day and L-hour information. In response to the warning order, the supported commander works with supported command components, subunified commands, and Joint Task Forces (JTFs) and develops possible COAs using JOPES.

(5) The amount of time available for planning governs the level of activity. The supported commander manages the use of JOPES to construct COAs and tasks Service component commanders and supporting commanders to evaluate the proposed COAs by releasing an evaluation request message. The supported commander directs a review of existing OPLANs for applicability. Even if not applicable in full, deployment data extracted from existing plans may be useful.

(6) Finally, the supported commander prepares and submits a commander's estimate to the CJCS. It contains one or more possible COAs and the supported commander's recommendation. If time permits, COAs will include deployment estimates. In extremely time-sensitive cases, the commander's estimate may be provided orally.

(7) The supporting commanders and Service components take action as directed by the supported commander's evaluation request message. Activities will normally include the creation of combat, CS, and CSS lists and generation of a movement requirement estimate. Normally, they are directed to provide the required information in an evaluation response message or in JOPES (by developing a deployment databases).

(8) Sustainment planning (non-unit related cargo and non-unit related personnel data) will be coordinated with the Services as directed by the supported commander. USCINTRANS reviews the supported commander's proposed COAs and prepares and forwards deployment

estimates to the supported commander, normally 24 to 36 hours prior to the commander's estimate, for each proposed COA. As time permits (as directed by the supported commander), the JOPES data will be used to develop a preliminary force deployment estimate and a force closure profile.

(9) The Services monitor COA development using JOPES and begin preliminary plans for providing support forces and sustainment. In addition, the Services continue to monitor force readiness and requirements for the RC, taking action or making recommendations to the CJCS, as appropriate.

d. Phase IV—Course of action selection.

(1) This Phase begins when COAs are presented to the NCA and ends when a COA is selected. The primary activity in this phase of crisis planning rests with the CJCS and NCA. All other members of the JPEC continue their activities as described in Phases II and III.

(2) The CJCS, in consultation with the other members of the JCS, reviews and evaluates the commander's estimate. Based on the supported commander's assessment, the CJCS prepares to advise the NCA. The CJCS may concur in the supported commander's recommended COA in whole or in part, direct the supported commander's development of an additional COA, or may develop and recommend a different COA.

(3) The CJCS presents possible military COAs to the NCA and, following the NCA decision, normally issues the alert order. The planning order is a message from the CJCS to the supported commander and other members of the JPEC.

(4) The primary purpose of the planning order is to direct that execution-planning activities begin before formal selection of a COA by the NCA. Used in this manner, the planning order saves time by allowing the planning activities described in Phase V to begin pending a decision by the NCA. The planning order is designed to allow the CJCS additional flexibility in directing military activities taken in response to a crisis.

(5) In extremely time-sensitive situations, the planning order may be used in lieu of a warning order. When used in this manner, the planning order will describe a specific COA; direct execution planning activities; and provide the combat force, strategic lift, and C-day and L-hour information normally provided in a warning order. The planning order will not normally be used to direct the deployment of forces or to increase force readiness. If force deployment is directed, the planning order will require approval of the SecDef.

(6) The alert order is approved by the SecDef and transmitted to the supported commander and other members of the JPEC to announce the COA selected by the NCA. The alert order will describe the selections in sufficient detail to allow the supported commander and other members of the JPEC to begin the detailed planning required to deploy forces. The alert order will also contain guidance, as needed, to change or amplify the guidance provided in the warning order.

(7) In extremely time-sensitive cases, the alert order may be omitted or issued in lieu of the warning order. When issued in lieu of a warning order, the alert order will contain the combat force, strategic lift, and C-day and L-hour information normally provided in the warning order.

e. Phase V—Execution planning.

(1) Phase V begins when a planning or alert order is received and ends when an executable OPOD is developed and approved for execution on order. Execution planning activities begin with the CJCS-issued planning or alert order. If (in the case of a planning order)

an NCA decision on a COA is still pending, then the CJCS will notify the supported commander by message, GCCS, or orally (in extremely time-sensitive situations) when the NCA decision is made.

(2) The CJCS monitors the execution planning activities using JOPES and reviews the supported commander's OPORD for adequacy and feasibility. Time permitting, the CJCS may direct USCINCTRANS to develop a deployment estimate for analytical purposes. In those instances where the crisis response does not progress into execution, the CJCS will evaluate the situation and provide the CINC guidance on either continuing under CAP or developing a plan to expand, reduce, or continue planning using the deliberate planning procedures.

(3) During the execution-planning phase, the supported commander publishes a TPFDD LOI that provides procedures for the deployment, replacement, and redeployment of the operation's forces. The LOI provides instructions and direction to the CINC's components, supporting CINCs, and other members of the JPEC.

(4) Also, the supported commander converts an approved COA into an OPORD. The purpose of the supported commander's OPORD is to provide the components, supporting commands, and agencies a detailed operation plan and to task those involved to prepare for the operation. The supported commander also submits the OPORD to the CJCS for review. The amount of time available will govern the level of activity.

(5) A primary deployment concern of the supported commander during execution planning is to ensure that early deploying force requirements are adjusted as required in response to the alert or planning order and to the current situation. When firm force requirements and priorities are established, the supported commander notifies the JPEC that the force requirements are ready for sourcing.

(6) This signals force-providing organizations and supporting commands and agencies to provide or update specific unit movement data in JOPES for the first increment of movement (normally, the first 7 days of air movement and the first 30 days of sea movement). It also prompts the Service logistics and personnel offices to adjust sustainment requirements based on the most accurate assessments available.

(7) When the above actions have been completed, the supported commander will review the TPFDD and notify USTRANSCOM that the movement requirements are ready for lift scheduling. The supported commander also requests that the Joint Staff and supporting commands and agencies assist in resolving any critical resource shortfalls or limitations.

(8) Supporting commanders providing forces will identify and task specific units and provide unit movement requirements in JOPES to allow lift scheduling for the first increment of deployment. Supporting commanders will develop OPORDs to support the approved COA effectively.

(9) The Service component commanders work with the Services and their major commands to identify and update estimated sustainment requirements in JOPES. Service components and supporting commands also schedule movements for self-deploying forces (organic moves).

(10) USCINCTRANS takes action to provide effective air, land, and sea transportation to support the approved COA or OPORD. USTRANSCOM will apply available transportation assets against the transportation requirement identified by the supported commander and will develop feasible airlift and sealift transportation schedules. USTRANSCOM also establishes air and sea channels for movement of non-unit sustainment and personnel.

(11) The level of detail will be commensurate with the availability of detailed movement requirements and the time available for planning. In extremely time-sensitive situations, USTRANSCOM will focus its planning effort on the first increment of the movement requirement.

(12) During Phase V, the Services determine mobilization requirements and take action to request the authority to mobilize. The Services also provide nonunit sustainment and recommend the necessary actions to improve manpower and industrial readiness. The Services work with the supported commander's components in establishing or updating sustainment requirements. The Service subordinate commands that provide augmentation forces as supporting commands also schedule organic (self-deploying) movements in JOPES.

f. Phase VI—Execution.

(1) Phase VI begins with the decision to execute an OPORD, transmitted by a CJCS Executive order, and continues until the crisis is resolved satisfactorily. The CJCS, reflecting the decision of the NCA, publishes the execute order, issued by authority and direction of the SecDef, orders the supported commander to execute the OPORD.

(2) The execute order is normally a simple, straightforward message directing the deployment and employment of forces. However, in extremely time-sensitive situations, the execute order may be the only message provided. In such situations, the CJCS ensures that the execute order contains the information normally provided in the warning and alert orders.

(3) Throughout the operation, the CJCS monitors the deployment and employment of forces and takes actions needed to effect a quick and successful termination of the crisis. In those instances where the crisis response does not progress into execution, the CJCS will evaluate the situation and provide the CINC guidance on either continuing under CAP procedures or developing a plan to expand, reduce, or continue planning using the deliberate planning procedures.

(4) Should the NCA desire to increase the deployability posture, position forces, or take other preparatory action that might signal a U.S. intent to respond militarily to a situation, a deployment preparation or deployment order will be published by the CJCS. These orders are issued by authority and direction of the SecDef and may be issued at any time throughout the crisis.

(5) Deployments or preparations for deployment may also be included as part of the warning, planning, or alert orders and will always require NCA approval. The supported commander executes the OPORD and uses JOPES to monitor the force deployments.

(6) Incremental force sourcing and lift scheduling continue, with USCINCTRANS managing the deployment process in accordance with the supported commander's force and sustainment priorities.

(7) The supported commander reports force or resource shortfalls to the CJCS for resolution. The supported commander employs assigned forces to accomplish the assigned mission.

(8) The Service component commanders work with the Services and their subordinate commands to continue to provide forces and to report movement requirements within JOPES. Supporting commanders execute their supporting OPORDs.

(9) Management of common-user transportation assets needed for movement of forces and sustainment is a function of USCINCTRANS, who will report the progress of the

deployment to the CJCS and the supported commander. USCINCTRANS will support the Joint Staff in developing lift allocations and report shortfalls to the Chairman and the supported commander. USCINCTRANS will support the Joint Transportation Board (JTB), as required, during resource deliberations. The Services continue to provide for the sustainment of forces.

6-9. Initiation of multiple-crisis procedures

a. When to use multi-crisis procedures. Multiple-crisis procedures are used by the JPEC to respond to situations in which more than one crisis is occurring simultaneously. The following procedures define only those procedures unique to multiple-crisis situations. These procedures supplement, but do not replace, those found in the preceding section. Multiple-crisis procedures apply when all of the following conditions are met:

- CAP procedures are in progress for two or more crises.
- Competing demands for combat forces or resources exceed availability.
- The supported commanders are unable to resolve the conflict over combat forces or resources.

b. Multiple-crisis events may occur in a single theater. The supported commander facing two or more crises may apply multiple-crisis procedures when the available forces or resources are insufficient to carry out assigned missions simultaneously. The procedures unique to multiple crises are provided in the following subparagraphs. The procedures are organized by phases as are single-crisis procedures. Within each phase, activities are described for applicable members of the JPEC.

(1) Phase I—Situation development. No procedures unique to multiple crises are established in this phase.

(2) Phase II—Crisis assessment. The key activity in this phase is the exchange of information. When crises occur in two or more theaters, initial reports and subsequent status reports will be provided to all the supported commanders involved.

(3) Phase III—Course of action development. When publishing warning orders for multiple crises, the CJCS will allocate forces and resources as necessary. Combat forces will be allocated to supported commanders within each warning order. If forces or resources are insufficient, the CJCS will establish planning priorities. The Joint Transportation Board (JTB) or the Joint Materiel Priorities and Allocation Board (JMPAB) may be convened, if needed, to allocate the available resources and strategic lift or recommend allocations to the CJCS.

(a) Activities of the supported commanders. The supported commanders will develop COAs using those forces and resources allocated for planning. The effect on mission accomplishment of force, materiel, strategic lift, or other resource shortfalls will be defined briefly in the commander's estimate.

(b) Activities of the supporting commanders and service components. The supporting commanders and Service components allocate CS and CSS forces to the tasked supported commanders. This allocation will be in rough proportion to the CJCS-allocated combat force. If CS and CSS forces are insufficient to meet all tasks, the supporting commanders and Service components will allocate such forces in accordance with priorities established by the CJCS.

(c) Activities of USCINCTRANS. The command coordinates the preparation of movement requirements and deployment estimates with the supported commanders to resolve potential conflicts in the use of transportation assets, to remain within port workload constraints,

to identify firm movement requirements. Issues that cannot be resolved will be referred to the CJCS.

(d) Activities of the Services. The Services will take action to identify and alleviate anticipated shortages in supplies and forces. The Services will identify and take action to activate needed Reserve units and personnel.

(4) *Phase IV—Course of action selection.* The primary activity in this phase rests with the CJCS and NCA. In recommending COAs to the NCA, the CJCS, in coordination with the other members of the Joint Chiefs of Staff (JCS), will consider, and brief to the NCA, the impact of each COA on other COAs approved or contemplated. The briefing will include the impact of multiple deployments on strategic lift and other resources. If resources are insufficient to meet the needs of all supported commanders, the CJCS will brief plans in priority order and recommend that the available resources be based upon these priorities.

(5) *Phase V—Execution planning.* The primary activity of the CJCS during this phase is the adjudication of conflicting demands for forces, resources, and strategic lift. The CJCS may convene the Joint Materiel Priorities Analysis Board (JMPAB) or the JTB to resolve resource or strategic lift shortfalls.

(a) Activities of the supported commanders. The supported commanders monitor the process as forces and resources are identified (“sourced”) in all the OPLANs being considered. The supported commanders react to conflicts, dual-tasking of units, and resource shortfalls by modifying the concept of operations or by seeking resolution by the CJCS.

(b) Activities of the supporting commanders and service components. The supporting commanders and Service components seek to allocate forces and resources without conflict (e.g., dual-tasking units) or shortfalls (e.g., unfilled force or resource requirement). The supported commander will be advised of all known unresolved conflicts or shortfalls.

(c) Activities of USCINCTRANS. USCINCTRANS will examine port workloads and other factors that may be affected by the execution of multiple plans. USCINCTRANS will develop and integrate movement schedules.

(d) Activities of the Services. The Services will attempt to resolve dual-tasked units and shortfalls by advising the supported commander and Service component commanders of untasked or substitute units. The Services will participate in the JMPAB, assisting the CJCS in resolving resource shortfalls.

(6) *Phase VI—Execution.* If a force deployment is in progress and a second, more threatening, crisis erupts, the NCA, through the CJCS, may halt existing deployments or order the redeployment of forces. The procedures in Phases I through V of this section apply.

SECTION IV ARMY MOBILIZATION

6-10. Framework for mobilization planning

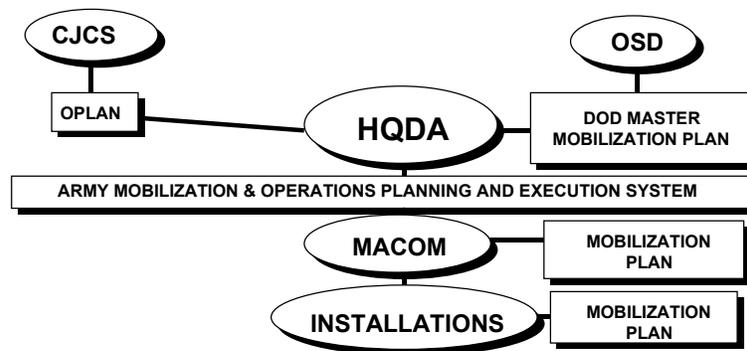
a. The DOD Master Mobilization Plan (MMP) provides the framework for mobilization planning within the DOD. The MMP provides a conceptual overview of the DOD mobilization planning process and its relationship to the development of military operations plans. It also provides a basis for making mobilization decisions within the DOD and managing the mobilization process to support military operations.

b. Army participation in joint operations planning and Army planning for mobilization must be integrated processes. Joint Pub 4-05, Mobilization, facilitates integration of these processes by identifying the responsibilities of the JCS, Services, CINCs, transportation component commands, and other agencies engaged in mobilization planning.

c. AR 500-5, *Army Mobilization*, incorporates DOD and CJCS mobilization planning guidance in a single Army publication. It recognizes the close relationship between operations planning and mobilization planning. It provides the means, within the Army, to accomplish both in a coordinated manner.

d. The mobilization plans of Army MACOMs and agencies, together with those of Headquarters, Department of the Army, constitute the Army Mobilization Plan (Figure 6-9). AMOPES is the vehicle by which all components of the Army plan and execute actions to provide and expand Army forces and resources to meet the requirements of unified commands. AMOPES serves as the Army supplement to the Joint Operation Planning and Execution System. It provides the interface between the Army's plans to provide forces and resources and the unified commander's plans to deploy and use them. It also provides a standard set of guidelines for developing these plans and an integrated structure for the planning products.

Figure 6-9. Army Mobilization Planning



6-11. AMOPES overview

a. **AMOPES.** AMOPES ensures that the Army plans and executes actions necessary to provide the forces and resources to meet requirements of the combatant commanders. It covers a wide range of general functions covering the full course of a military action, conflict, or war. These functions include training, exercises, mobilization, deployment, employment, sustainment, expansion of forces beyond the approved force structure, redeployment, demobilization, and reconstruction of Army forces. The goal of AMOPES is to ensure that the Army can adequately support all future combat operations of the combatant commanders, as opposed to concentrating only on getting our forces into the theater of operations. AMOPES is also adaptable for planning operations other than war. The system is not just a planning system but also an execution system. The use of OPLAN format, with functional annexes and appendices, emphasizes the operational nature of the system.

b. **Required mobilization plans.** Each of the following commands/activities will prepare mobilization plans, to include deployment, redeployment, demobilization, and reconstitution actions when appropriate. Mobilization plans of MACOMs, Army components of unified commands and other army elements as indicated by DCSOPS HQDA are forwarded for review prior to publication. Plans will be prepared in accordance with guidance contained in the AMOPES basic plan and annexes:

- MACOMs

- Army components of unified commands
- Mobilization stations (power projection platforms/power support platforms) (PPP/PSP)
- Support installations (AR 5-9)
- Staff support agencies and field operating agencies

c. Mobilization files. Mobilization files in place of plans will be maintained as directed by commander Forces Command (FORSCOM)or the commanders of the Eight United States Army (EUSA), USAREUR, United States Army Special Operations Command (USASOC), or United States Army Pacific (USARPAC). The latter will use FORSCOM guidance to develop mobilization files.

d. The Army mobilization plan (AMP). The AMP is a collection of individually published mobilization plans of the MACOMs, Army components of unified commands, and other designated Army elements. The AMP currently consists of Volume I through Volume XIX. AR 500-5 further amplifies responsibility for each volume.

6-12. Mobilization planning responsibilities

a. Deputy Chief of Staff for Operations and Plans. Army Staff responsibility for developing Army mobilization and operations policy and guidance; developing priorities for mobilization of RC units; directing the call-up of RC units and preparing them for deployment; and establishing, publishing, and maintaining AMOPES. The AMOPES responsibilities include coordinating the structure and content of AMOPES with ARSTAF, MACOM, and other Army activities; tasking agencies and commands to prepare appropriate portions of AMOPES; reviewing agency and command mobilization plans; and ensuring AMOPES guidance, policies, and products satisfy applicable OSD and CJCS guidance and are updated biennially, as a minimum, but not later than 45 days after publication of the JSCP.

b. Principal DA officials and Army Staff agencies. Each agency is responsible for assisting the ODCSOPS, HQDA, in developing and maintaining those portions of AMOPES pertaining to their respective areas of interest and for mobilization and operational planning activities within their respective functional areas. They disseminate additional guidance to staff support agencies (SSA) and field operating agencies (FOA) on related matters. In development of mobilization, deployment, redeployment, demobilization and reconstitution plans and other matters, they review and approve mobilization plans of respective SSAs and FOAs.

c. MACOMs. Each MACOM is responsible for assisting the ODCSOPS, HQDA, in developing and maintaining those portions of the AMOPES pertaining to their respective mission areas. MACOMs are also responsible for mobilization and operations planning within their respective mission areas and for publishing a command mobilization plan as a volume of the Army Mobilization Plan. Such plans will be submitted to HQDA for review and approval prior to publication. MACOMs are also responsible for compliance with the guidance and procedures published in the AMOPES.

d. Specific responsibilities.

(1) FORSCOM is the DA executive agent for CONUS unit mobilization, deployment, redeployment, demobilization, and reconstitution planning and execution. FORSCOM also develops the FORSCOM Mobilization and Deployment Planning System (FORMDEPS) which will standardize CONUS wide policies and procedures for all Army mobilization efforts for CONUS based Army forces in support of approved military operations.

(2) USASOC is responsible for the alert notification of all Reserve Component special operations forces (RCSOF) units to include mobilization, validation, deployment, and demobilization for wartime or other assigned missions. USASOC coordinates with FORSCOM during the mobilization process to ensure sustainment, training, equipping, and deployment of CONUS based RCSOF is accomplished in a timely manner. USASOC provides follow-on personnel and equipment to sustain RCSOF units and individual replacements provided to the CINCs.

(3) TRADOC acts as HQDA executive agent for the CONUS replacement center (CRC) operations. TRADOC will establish and operate CRC which will receive and prepare individuals and filler personnel for onward movement. TRADOC will establish procedures and ensure that the training base infrastructure can be rapidly expanded to support contingency operations and insure that individual ready reserve (IRR) are properly assessed, trained and processed for onward movement in time of crisis. As part of the AMOPES, develop and maintain the TRADOC Mobilization Operation Planning and Execution System (TMOPES).

(4) MACOMS and Army components of unified commands support HQDA in developing and maintaining AMOPES, and assist FORSCOM units to ensure plans to mobilize, deploy, redeploy, demobilize, and reconstitute are sound and workable. Memorandums of Understanding will be initiated with FORSCOM, where appropriate, for execution of the Army Mobilization functions.

e. Mobilization planning. Mobilization, under the concept of graduated mobilization response, is a tool provided to the NCA to respond in varying degrees to crises as they occur. It is the act of preparing for war or other emergencies through assembling and organizing national resources. It is also the process by which the armed forces or part of them are brought to a state of readiness for war or other national emergency. It can include actions up to ordering RC to active duty, extension of terms of service, and other actions necessary to transition to a wartime posture. This section provides an overview of the mobilization process within the framework of the AMOPES, the types of mobilization, the mobilization process, and the interface with non-DOD agencies.

(1) *AMOPES functional subsystems.* The primary objective of the Army mobilization process is to mobilize, deploy, and sustain the theater force. The major subsystems involved are theater force units, military manpower, and materiel. Supporting these subsystems are a number of interrelated CONUS-based functionally-oriented subsystems; principally PPP/PSP, the training base, the logistics structure, the medical structure, and transportation support. These subsystems are interrelated as shown in Figure 6-10 and described in more detail below.

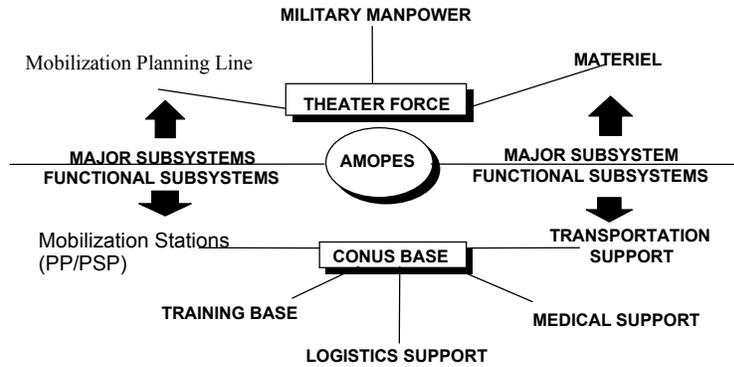


Figure 6-10. AMOPES Subsystems

(2) *Theater force units.* The theater force consists of theater force units, military manpower (individuals), and materiel apportioned for deployment to the theater of operations. The objective of the theater force units subsystem is to ensure the orderly and timely availability of Army units at ports of embarkation (air and sea) for deployment as prescribed in war plans or as directed by the JCS. The approved force consists of Active, National Guard, and Reserve units. It also may include certain new, or unresourced, units that would be activated on order.

(3) *Active Army.* Active Army units do not require mobilization; they are either forward-deployed or designated to support one or more operation plans by the JSCP and Annex A of the AMOPES. When an emergency arises, the JCS alert CONUS-based active units through FORSCOM channels (through Commander in Chief, Pacific (CINCPAC) channels for Hawaii and Alaska-based units). Pre-position (PREPO) units, which deploy by air to link up with prepositioned equipment, turn in equipment that will remain behind, load equipment to accompany troops, load equipment not authorized prepositioning (NAP) and items that may be short in PREPO, and move to a designated airport of embarkation. PREPO shortages may be shipped by air and/or sea as required by the TPFDD. Units with organic equipment load their equipment and move either to an air or seaport of embarkation.

(4) *Army National Guard.* During peacetime, the preparation of Army National Guard units for mobilization is the responsibility of the State Governor. Guidance is issued to the Governor by HQDA through the Chief, National Guard Bureau, and by FORSCOM and USARPAC to the adjutants general of the respective States. ARNG units are commanded by the State Governor until federalized. Once federalized, ARNG units become Active Army units under the appropriate MACOM.

(5) *Army Reserve.* During peacetime, the preparation of Army Reserve units for mobilization is the responsibility of the CG, FORSCOM through the United States Army Reserve Command (USARC); the Commander, USARPAC; and Commander, USAREUR for assigned Army Reserve units. Army Reserve units are usually apportioned to one or more operations plans or designated to support the CONUS sustaining base. Selected later-deploying units may receive interim assignments to augment a particular element in the CONUS base. Army Reserve Personnel Command (AR-PERSCOM) is responsible for the management and continued training of the IRR and Retired Reserve. These pools provide for the largest resource of pretrained soldiers. AR-PERSCOM executes its peacetime mission through direction of Office of the Chief Army Reserve (OCAR) and, on order of Deputy Chief of Staff, Personnel (DCSPER), orders to active duty selected numbers of individuals.

(6) *Unresourced and new units.* FORSCOM prepares, in coordination with each supported CINC, a proposed activation schedule for each major planning scenario identified in

the JSCP. Changes emanating from the CINC's response to biennial JSCP guidance (TPFDD shortfall), total Army analysis (TAA) determinations of which units in the required force structure will be unresourced, and structure changes reflected in Program Objective Memorandum (POM) development will all be considered in the development of the proposed unit activation schedule (UAS). The prioritized activations will include additional support units required to sustain the current force. In preparing this activation schedule, close attention will be given to recognized equipment availability constraints, particularly major weapon systems. The composition of the proposed UAS and the recommended priorities will be reviewed and approved by HQDA.

SECTION V

THE ARMY WARTRACE PROGRAM.

6-13. WARTRACE program description and composition

a. WARTRACE program subsystems. The Army WARTRACE (not an acronym) program organizes the total force into cohesive groupings of Active and Reserve (ARNG and USAR) units based on contingency mission requirements. The primary objective is to train in peacetime in the alignment configuration the unit will go to war. The program is governed by AR 11-30 and FORSCOM Regulation 11-30. Headquarters FORSCOM is the coordinating authority for the WARTRACE program. The peacetime commander has primary responsibility for execution of the WARTRACE program. This is accomplished through notification of alignment, ensuring training and resourcing remain focused on wartime mission's, and monitoring subordinate units' receipt of mission guidance. The wartime gaining command is responsible for providing mission guidance to all units within their WARTRACE program. This guidance, as a minimum, will contain the unit's wartime mission, area of employment, and the recommended priorities for planning and training.

(1) Military manpower. The objective of the military manpower subsystem is to ensure full and timely use of all available sources of individual military manpower to fill the requirements of theater force units for deployment, sustain the deployed force with trained fillers and replacements, and provide mobilization augmentation for the CONUS sustaining base.

(a) Prior service personnel are grouped generally by their training status. Pretrained individual manpower (PIM) is a generic term consisting of the following manpower categories: Individual Ready Reserve (IRR), Inactive National Guard (ING), Individual Mobilization Augmentee (IMA), Standby Reserve (SBR), and the Retired Reserve. Qualified individuals in these categories are the primary source of manpower to reinforce Active Army and Reserve Component units during the early phases of mobilization. Unskilled individuals, principally IRR members whose skills have eroded, or who were transferred to the IRR in lieu of discharge prior to the completion of initial entry training, will be ordered to an appropriate training center to complete training. Each of these PIM categories is explained further in Chapter 7.

(b) Non-prior service personnel include Selective Service inductees, delayed entry enlistees, and volunteer enlistees who, by law, require a minimum of 12 weeks training prior to deployment.

(c) Selective Service inductees constitute the largest single source of post-mobilization manpower. Delayed entry personnel are active and reserve enlistees who are high school graduates or students awaiting graduation, and reserve unit members who have completed basic training and are awaiting advanced training.

(d) Replacement centers to process and equip nonunit-related individual replacements will be established by the Training and Doctrine Command (TRADOC) at sites normally collocated with Army Training Centers. These CONUS Replacement Centers (CRC) are close to the Air Force Air Mobility Command designated airfields with strategic lift capability. In addition to final preparation of replacements for oversea movement, Preparation for Overseas Replacement, (POR), CRCs will issue individual clothing, equipment, and weapons.

(2) *Materiel*. The objective of the materiel subsystem is to ensure the full and timely availability of adequate military materiel to fill the requirements of theater force units for deployment and to sustain the deployed force in accordance with requirements and priorities.

(a) Sources of supplies and equipment include the organic equipment of deploying and nondeploying units, PREPO Unit Residual (left behind) Equipment (PURE), and that equipment scheduled for delivery through procurement and maintenance channels.

(b) War reserve materiel stocks (WRMS) consist of military materiel acquired in peacetime to meet military requirements at the outbreak of war until the sustaining production base can be established. WRMS are acquired to meet the war reserve materiel requirement (WRMR) established in the Army guidance.

(3) *Mobilization stations (power projection/power support platforms (PP/PSP))*. The objective of the mobilization stations subsystem, now called (PPP/PSP), is to ensure the orderly expansion of Army posts, camps, and stations and their timely ability to receive, house, supply, train, and deploy theater force units.

(a) There are 15 designated PPP, and 12 PSP. Mobilization stations develop mobilization TDAs (MOBTDA) based on guidance provided by their parent MACOM to enable mobilization stations to meet surge population and operational requirements. Expansion of mobilization services is accomplished by deleting nonmission-essential services; extending the workweek; executing option clauses in existing contracts; and contracting for personnel and services.

(b) When mobilized units arrive at their designated mobilization stations and command passes to the mobilization station commander. The commander is then responsible for correcting readiness deficiencies that restrict the deployment readiness of the units. The commander cross-levels personnel and equipment in accordance with established HQDA policies and priorities and FORSCOM/USARPAC instructions. The commander is responsible for unit training and deployment validation in accordance with HQDA policy as implemented by FORSCOM/USARPAC.

(4) *Training base*. The objective of the training base subsystem is to ensure the orderly and timely availability of trained manpower to mobilize for CONUS base support and theater force requirements.

(a) TRADOC and HQDA are responsible for operating the component organizations that comprise the post-mobilization training base, induction centers, reception stations, training centers, and Service schools. Headquarters, Department of the Army (ODCSPER) is the agent for DOD and all matters pertaining to the operation of the Military Entrance Processing Command (MEPCOM) and the military entrance processing stations (MEPS), also known as induction centers. MEPCOM, through the MEPS, is responsible for providing facilities for conducting physical and mental examinations, and inducting qualified registrants into the armed forces.

(b) The Army's capability for receiving and processing enlistees, inductees, and other accessions will be increased in the event of mobilization. The existing reception stations (all collocated with existing TRADOC training centers) will be expanded. USAR training divisions/brigades will be mobilized to increase the capacity of TRADOC training centers and establish new training centers at selected FORSCOM installations. This is important, especially during any MTW, however it seldom happens or is very limited during SSC.

(c) The capacity and capability of the Army Service Schools will also be expanded. The existing TRADOC Service School structure will be expanded and selected United States Army Reserve Forces (USARF) schools will be mobilized to expand the capability of designated TRADOC Service Schools and to augment the U.S. Army Training Centers.

(d) AMC provides extensive refresher and skill sustainment training for both ARNG and USAR units and individuals during peacetime and specialized post-mobilization training in accordance with existing agreements.

(5) Logistics support system. The objective of the logistics support system is to provide logistical support to meet mobilization and deployment/employment requirements of the Army.

(a) Supply, maintenance, services, and facilities capabilities must be expanded to deploy and sustain the force. The Army will expand its supply storage, handling, procurement, and production capabilities. Storage policies will be relaxed to permit open storage on improved and unimproved sites, public warehouses, and contractor facilities. The waiving of formal advertising and competitive bidding will expedite the ability to procure goods and services. Suppliers will accelerate deliveries by going to multishift production operations. A major objective of the supply system will be to expedite the availability of needed materiel for entry into the transportation subsystem and responsive delivery to the recipient. The Army will call on the existing (wartime) authority to utilize the national industrial base for preplanned production and buy, lease, or contract for goods and services from any available commercial source.

(b) Upon mobilization, the Army maintenance structure has several immediate goals. It absorbs Reserve Component combat service support units, executes emergency civilian hiring procedures in accordance with mobilization TDAs, and implements already negotiated maintenance contracts and interservice and Federal agency support agreements. Mission-essential items receive the highest priority of maintenance effort. First priority will go to equipment items for deployed and/or deploying theater force units. Equipment in excess of mobilization needs left behind by deploying units would be second priority and third would be specific items identified and managed by HQDA.

(c) It will be necessary to expand troop service support (food services, laundry, dry cleaning, bath, and mortuary) to accommodate the expanded mobilization station population. Service facilities at newly activated mobilization stations will be renovated utilizing available materiel, funds, and manpower. As required, support units will be tasked to provide mobilization stations with unit facilities and equipment until general support force units can assume these functions.

(d) The Army production base is comprised of Army-controlled industrial activities and contractor facilities. The Army will also coordinate expanded production requirements with the defense logistics Agency on common use items. Included in these industrial activities are active and inactive ammunition plants, arsenals and proving grounds, missile plants, and other miscellaneous plants. These facilities are to be activated or expanded to provide maximum wartime levels of production of materiel.

(e) Expansion of the CONUS training and sustaining base facilities will be required under full mobilization. Initially, expansion of capacity will be achieved from immediate cessation of nonessential activities; relaxation of space, environmental, and other constraining criteria; and the rehabilitation of facilities using available labor and the self-help effort of using units. New facilities construction will feature modern prefabrication technology to provide increased living, storage, and work space needed early in the post-mobilization buildup period.

(6) *Medical support.* As dictated by crisis action, U.S. Army hospitals may initiate conversion to their planned mobilization configuration to accommodate the vastly increased military population and expected theater force casualties.

(a) Health care services (inpatient and outpatient) may be limited to active duty military personnel, with the exception that outpatient occupational health services will continue for civil service employees. If so, all nonmilitary inpatients will be discharged or transferred to civilian or other Federal hospitals as expeditiously as possible. TRICARE service centers and the local military medical treatment facility will assist eligible beneficiaries in completing administrative requirements for procuring health care from civilian sources.

(b) With the approval of the Commander, Medical Command (MEDCOM), and the Office of the Surgeon General, HQDA, inpatient services may be continued beyond M-Day to D-Day for family members and retirees (if M-Day and D-Day do not coincide). Medical center/medical department activity commanders may continue outpatient services for family members and retirees as resources permit.

(7) *Transportation support.* The objective of the transportation support subsystem is to move the entire force (units, individual replacements, and materiel) within CONUS, and to and from overseas commands. Overall responsibility for transportation support is vested in USTRANSCOM and its transportation component commands.

(a) Intra-CONUS movements of mobilizing units and materiel are coordinated by the Military Traffic Management Command (MTMC) in cooperation with installation transportation officers and various state and local agencies. Strategic transportation to and from overseas theaters is the responsibility of the Military Sealift Command (MSC) and the Air Force Air Mobility Command (AFAMC), the other two component commands.

(b) Management of the surface lines of communication is split among MTMC, MSC, and the theater commanders. MTMC is responsible for CONUS line-haul and common-user terminal operations. MSC is charged with ship contracting and scheduling. The theater commander manages intratheater surface movements. The schedule for cargo movement and port operations must interface with the schedule for ships. Port throughput capacity, both in CONUS and in a theater of operations, is a major consideration and is often a limiting factor. Finally, surface transportation planning procedures must be flexible enough to allow planners to adjust to exigencies such as ship or port losses.

(c) AFAMC is responsible for airlift operations. To meet response times postulated by the JSCP, planners must be able to develop and maintain flow plans that can be executed rapidly. This capability requires detailed planning among the users of common-user airlift assets. In addition, AFAMC requires 3-4 days to achieve a full-surge airlift capability. This time is required to marshal Active Air Force elements and to mobilize and position essential Air National Guard and Air Reserve units. Therefore, to develop realistic flow plans, planners must carefully balance airlift requirements with capabilities until a full surge capability can be achieved and maintained. A limiting factor to U.S. airlift capability is the availability of Strategic Air Command (SAC) tanker resources, which are periodically tasked to support other national-

level operations. Planners must consider the potential availability of tanker resources when developing flow plans and must closely coordinate with other claimants for refueling aircraft.

(d) USTRANSCOM coordinates and monitors time-sensitive planning and execution of force and resupply movements for deployment of CONUS-based Army and Air Force combat forces. It also coordinates deployment planning with Navy and Marine Corps forces. (These deployments should not be confused with the normal rotation of units, ships, squadrons, etc. in peacetime.) USTRANSCOM assists the CJCS in resolving transportation shortfalls with supported and supporting commanders, military transportation agencies, and the Services.

b. Types of mobilization. Generally, the magnitude of the emergency governs the type of mobilization. As authorized by law or congressional resolution and when directed by the President, DOD mobilizes all or part of the armed forces as shown in Figure 6-11. Concurrently, the DOD and other Federal agencies marshal national resources in order to sustain the mobilized force.

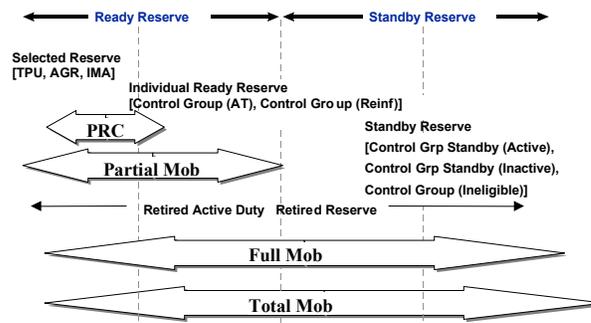


Figure 6-11. Reserve Categories and Mobilization

(1) *Selective mobilization.* For a domestic emergency, the President (or Congress, upon special action) may order expansion of the active armed forces by activation of RC units and/or individual Reservists to deal with a situation where the armed forces may be required to protect life, Federal property, and functions, or to prevent disruption of Federal activities. A selective mobilization would not be associated with a requirement for contingency plans involving external threats to the national security.

(2) *Presidential reserve call-up (PRC).* The President may augment the active forces by a call-up (involuntary) of units and individuals of the Selected Reserve, up to 200,000 persons, from all Services, for up to 270 days, to meet an operational requirement. The President must notify Congress whenever the authority to call up the RC is exercised.

(3) *Partial mobilization.* For a contingency operation or war plan or upon declaration of a national emergency, Congress or the President may order augmentation of the active armed forces (short of full mobilization) by mobilization (involuntary) of up to one million persons of the Ready Reserve (units or individuals) for up to 24 months. Actually, only the President is limited by the one-million-person ceiling and 24-month limit. Congress may specify other limits in a partial mobilization implemented with a congressional declaration of national emergency.

(4) *Full mobilization.* Full mobilization requires passage by Congress of a public law or joint resolution declaring war or a national emergency. It involves the mobilization of all RC units in the approved force structure, all individual Reservists, and the materiel resources needed for this expanded force structure. Terms of service may be extended to the duration of the war plus six months under this authority. For both planning and operations, Mobilization Day (M-Day) is the day full mobilization occurs.

(5) *Total mobilization.* Total mobilization involves expansion of the active armed forces beyond the approved force structure by organizing and/or activating additional units to respond to requirements of the emergency. The national resources—to include production facilities—to sustain additional forces will also be mobilized. Congressional authorization is required for these actions.

c. Mobilization Authority.

(1) The authority to order mobilization resides with the President and the Congress as outlined in the stages of mobilization shown in Figure 6-12. An example of the USAR participation on the mobilization continuum is shown in Figure 6-13. A national emergency may be declared by the President, by Congress, or both.

(2) The *National Emergencies Act* passed in 1976 provides that when the President declares an national emergency, the declaration or subsequent Executive order must specify the specific authorities being invoked. The President's powers are limited to those invoked until the subsequent announcement of the invoking of additional specific authorities. Once the President declares a national emergency for a specific purpose, the national emergency will remain in effect for one year, unless sooner rescinded or extended. Under the *Federal Administrative Procedure Act of 1946*, all Executive orders must be published in the Federal Register.

(3) The SecDef, with the advice and recommendation of the Service Secretaries and the Joint Chiefs of Staff (JCS), recommends to the President and the Congress the mobilization authority required to support a given contingency, OPLAN, or national emergency. The SecDef directs mobilization of Reserve Component units and manpower through the military departments.

d. Peacetime planning. The Army plans and prepares for mobilization in peacetime. It participates in war planning to establish Army forces and the requirements for their augmentation. It programs and budgets resources and acts to man, equip, and train the Total Army and to prepare for its employment during a war or other national emergency. Planning is accomplished in accordance with the provisions of the JOPES and AMOPES. This peacetime planning essentially consists of war planning, intended to develop the OPLANs for the conduct of operations (addressed earlier in the chapter and in Chapter 4) and mobilization planning.

e. DOD mobilization planning process. Mobilization planning, primarily a Service responsibility, is based on guidance from OSD and JCS. OSD guidance is included in the biennial Defense Planning Guidance (DPG) (see Chapter 4). JCS guidance is contained in the JSCP (see Chapter 10). In addition, Joint Pub 4-05, Mobilization, assigns general responsibilities and procedures for mobilization. The JCS coordinates the mobilization plans of the Services and ensures the interface of these plans with deployment.

f. Mobilization planning in other Federal departments and agencies. In addition to DOD, approximately 50 Federal departments and agencies have emergency planning responsibilities. The Federal Emergency Management Agency (FEMA) is the Federal Government coordinator of these emergency management activities in both peace and war.

AUTHORITY LIMITS	<ul style="list-style-type: none"> EXPAND BEYOND THE APPROVED PEACETIME RESERVE COMPONENT FORCE STRUCTURE DURATION PLUS 6 MONTHS DECLARATION OF NATIONAL EMERGENCY 				
	<ul style="list-style-type: none"> ALL EXISTING RESERVE COMPONENT FORCE STRUCTURE DURATION PLUS 6 MONTHS DECLARATION OF NATIONAL EMERGENCY 				TOTAL MOBILIZATION
	<ul style="list-style-type: none"> 1 MILLION ALL SERVICES 24 MONTHS DECLARATION OF NATIONAL EMERGENCY 			FULL MOBILIZATION	
	SELECTIVE MOBILIZATION	<ul style="list-style-type: none"> 200K ALL SERVICES 270 DAYS W/ NO EXTENSION PRESIDENTIAL ORDER 			
AUTHORITY TYPE	SELECTIVE MOBILIZATION	PRESIDENTIAL RESERVE CALL-UP			
CRISIS LEVEL	DOMESTIC EMERGENCY	SSC	1 OR 2 MTW	2 PLUS MTW	GLOBAL WAR

* PERSONNEL AND DURATION BASED UPON SITUATION

Figure 6-12. Stages of Mobilization

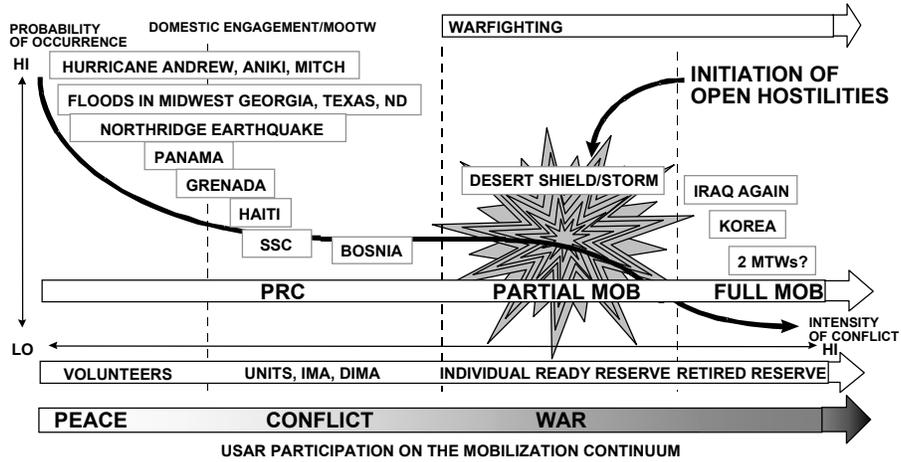


Figure 6-13. Operational and Mobilization Continuum

(1) FEMA’s responsibilities include policy guidance and planning to ensure that government at all levels is able to cope with and recover from emergencies. FEMA assesses national civil mobilization capabilities and develops concepts, plans, and systems for management of national resources. It identifies actual and potential shortages in natural, industrial, economic, and other resources; develops plans to mitigate their national security impacts; and fosters programs to reduce our national vulnerability to such resource shortages.

(2) FEMA is the principal respondent to military requirements for civilian sector resources during mobilization. It coordinates the response of the civil agencies to defense needs, always cognizant that without the might of the Nation’s industrial production, transportation networks, work force, financial institutions, energy, and natural resources, there could be no national security. Likewise, without food, clothing, housing, health care, and education, there would be no civilian population to support the defense of our way of life and our constitutional government. FEMA must, therefore, see to it that national resources are used to meet both the military and the essential civilian needs of the nation.

g. Army mobilization planning. Army mobilization planning provides the resources required to support various OPLANs. This includes mobilizing the units, manpower, and materiel required for immediate implementation of an OPLAN as well as the resources required to sustain the operation. AMOPES incorporates the guidance of the Defense Planning Guidance (DPG), JSCP, and Joint Pub 4-05, and specifies the planning process used to develop HQDA and MACOM mobilization plans. The FORSCOM Mobilization Plan, with its associated FORSCOM Mobilization and Deployment Planning System (FORMDEPS), details the time-phased flow of mobilizing RC units from home stations to their mobilization stations. The TRADOC Mobilization Operational Planning and Execution System (TMOPES) provides installations and training base augmentation units in the USAR with guidance on training base expansion activities.

h. Relationships of war planning and mobilization planning. AMOPES provides the linkage between war planning under JOPES and mobilization planning as directed by DOD and the JCS. AMOPES establishes the who, what, where, why and how of mobilization. It further prescribes the Army Crisis Action System for managing the execution of mobilization and operation plans. The principal products of AMOPES are prepared executable plans, supporting information, and data-bases prepared and maintained for use during national crises. Mobilization plans incorporate the specific actions and responsibilities that must be accomplished both in peacetime and upon the order to mobilize. The HQDA and MACOM mobilization plans which constitute the Army Mobilization Plan (AMP) are based on guidance contained in AMOPES and other documents. Most mobilization plans are oriented toward full mobilization. (Figure 6-14). For selected contingencies, however, the Army has developed partial mobilization plans.

i. Peacetime preparation. Preparation for mobilization proceeds concurrently with planning. The Army programs, budgets, and funds resources to overcome the shortfalls and limiting factors identified from a continuing analysis of the various operations plans. Concurrently, the Army trains units and individuals. Within its capabilities, it identifies and preassigns augmenting manpower and prepositions materiel to support those plans.

j. Alert, mobilization, and deployment.

(1) On receiving the order to mobilize, the Army begins a Presidential Reserve Call-up (PRC), a partial or full mobilization, as directed by the SecDef, of RC units, pretrained manpower, and materiel. A portion or all of the mobilizing force may augment an established theater force such as Europe, or may augment a force deployed in a contingency operation. Under the general supervision of HQDA, FORSCOM, USAREUR, and USARPAC bring Active Army and Reserve Component units to combat-ready status and then deploy them by air and sea to the area(s) of operation according to the deployment plans.

(2) An initial pool of reserve materiel resources exists in war reserve stocks in the continental United States and prepositioned stocks in overseas areas. The initial resources sustain the deployed force until reinforcement and resupply pipelines can be established or the emergency is resolved. Active Army units in place in the theater of operations are referred to as “forward-presence” units. Other Active Army units, most of them CONUS-based, are earmarked by FORSCOM war plans to support one or more requirements of the JSCP and AMOPES.

(3) When an emergency arises, units are alerted through FORSCOM, USAREUR, or USARPAC channels to deploy to the theater of operations in accordance with applicable OPLANs. Reserve Component units (ARNG and USAR) are ordered to active duty by mobilization orders transmitted by HQDA through FORSCOM/ USARPAC command channels. Units may be apportioned to support one or more OPLANs or they may be apportioned to become part of the CONUS base.

MOBILIZATION PHASE	PHASE 1 PRE-MOB	PHASE 2 ALERT	PHASE 3 HOME STATION	PHASE 4 Mobilization Station	PHASE 5 PORT OF EMBARKATION
PRIMARY ACTIVITY LOCATION	HOME STATION (ARMORY OR USAR CENTER)	HOME STATION (ARMORY OR USAR CENTER)	HOME STATION (ARMORY OR USAR CENTER)	Mobilization Station	AIR OR SEA PORT
ACTIVITY DURATION (DAYS)	AS TIME PERMITS	3 to 7 DAYS	3 DAYS	10 to 180 DAYS	1 to 2 DAYS
PRIMARY ACTIVITY	<ul style="list-style-type: none"> • MOB PLANNING • TRAINING • SOLDIER READINESS PROCESSING 	<ul style="list-style-type: none"> • UNIT RECALL • MOB ORDER PREP • PERSONNEL SCREENING • EQUIP. RECORDS CHECK 	<ul style="list-style-type: none"> • CONTINUE SRP • INVENTORY EQUIP. • CROSS LEVEL PER./EQUIPMENT • LOAD FOR MVMT. • ADV. PARTY TO MS 	<ul style="list-style-type: none"> • MOVE TO PPP • COMPLETE SRP • CONDUCT TNG • COMPLETE CROSS LEVEL • COMPLETE VALID. • LOAD FOR MVMT. 	<ul style="list-style-type: none"> • MOVE TO POE • LOAD TRANSPORT. • DEPLOY
OUTCOME	PLANNING	NOTIFICATION	PREPARATION	VALIDATION	DEPLOYMENT

Figure 6-14. Mobilization and Execution Process

k. FORSCOM mobilization planning.

(1) FORSCOM publishes the FORSCOM Mobilization and Deployment Planning System (FORMDEPS), FORSCOM Regulation 500-3, based on HQDA guidance contained in AMOPES. FORMDEPS contains planning directives and guidance to MACOM commanders, CONUSA, major troop units, FORSCOM installation commanders, other MACOM installation commanders, State adjutants general (in consonance with NGB), and the major U.S. Army Reserve commands (MUSARC). FORMDEPS also contains annexes on the various functional aspects of mobilization and updates the GCCS-A Mobilization Planning Line based on OPLAN TPFDD.

(2) FORSCOM coordinates with USASOC, TRADOC, MEDCOM, TRANSCOM, Military Transportation Movement Center (MTMC), Army Materiel Command (AMC), and NGB in preparing data. The GCCS-A Mobilization Planning Line includes scenario dependent data RC deploying and redeploying MTOE and TDA units in the Army Status of Resources and Training System (ASORTS). The Mobilization Planning Line includes the following data (as applicable) for these units:

- Unit description, component, and home station.
- Power projection platform data.
- Unit mobilization data (notional).
- Ready-to-load dates.
- Deployment data for the applicable TPFDD(s).

I. Mobilization flow. Mobilization execution is decentralized to MACOMs. FORSCOM, USARPAC, and USAREUR are the principal MACOMs that command mobilizing Reserve Component units. Other MACOMs (USASOC, TRADOC, MEDCOM, AMC, and MTMC) assume command of designated nondeploying units. Upon receiving the order to mobilize, most Reserve Component units move to one of 15 PPPs and 12 PSPs within the two CONUS Army areas and the USARPAC area to train before deploying or augmenting the CONUS base. Cross-leveling of equipment and personnel assets, required to make units mission-capable, takes place primarily at PPPs. AMC provides wholesale management for materiel. PERSCOM serves in a similar management role for personnel. Medical Command expands medical support services and facilities. The U.S. Army Corps of Engineers expands troop housing, training, industrial, and other facilities.

SECTION VI INDUSTRIAL PREPAREDNESS

6-14. The need for industrial preparedness

In the post-Cold War era when global conflicts are unlikely, we must maintain a viable industrial base that can replenish expenditures of critical war material following regional conflicts or operations other than war in a timely manner. Most future conflicts will be short-lived, “come as you are” actions. Although the industrial base may be called upon to sustain the deployed forces, more likely it would be needed to expeditiously replace losses in order to be prepared for another contingency.

6-15. DOD industrial base preparedness objectives

a. OSD’s objectives for improving the preparedness of our nation’s industrial base to meet contingency requirements have changed radically in recent years. There are six objectives set forth in the Defense Planning Guidance:

(1) Promote a strong, technologically -advanced industrial base able to develop, produce, and support advanced military systems in a cost-effective manner.

(2) Foster integration of the civilian and military industrial and technology base by: encouraging and using commercial technologies in military equipment to the maximum extent feasible; eliminating defense-unique specifications and standards wherever possible; and demonstrating a clear preference for commercial and other nondevelopmental items, as well as commercial buying and manufacturing practices, to the extent permitted by law.

(3) Preserve only those unique defense-related skills, facilities, processes and technologies essential to execute the program, or that are highly likely to be essential beyond the program, and not likely to be economically reconstitutable, or available from other nondomestic sources. This includes cost-effective investments in layaway/shutdown procedures for those assets deemed essential to support requirements; e.g., storage of blueprints, videotapes, data files, or other documentation of the production processes/skills and, where necessary, storage of production equipment and tooling, etc.

(4) Maintain real growth in industrial preparedness planning funding levels. Use the funding to support planning and to accomplish the first three objectives.

(5) Program industrial preparedness measures to permit accelerated production of only those munitions, critical support items, and spares where this is a cost-effective alternative to full war reserve inventories.

(6) Reduce weapon system support costs without sacrificing readiness or wartime mission capability. Near-term actions are desired that will result in outyear support cost reductions.

b. The DOD strategy that can be inferred from these objectives is relatively straightforward. To begin with, the focus is on producing advanced military systems cost-effectively. The next objective deals with utilizing commercial and dual-use technology by eliminating defense peculiar specifications and standards whenever possible. The next two deal with retention and enhancement of the industrial base. Retention will only be undertaken for those essential unique defense-related processes and technologies that cannot be economically replaced or substituted. Enhancement of the industrial base (Industrial Preparedness Measures) will only be employed to accelerate production of critical items where economically advantageous to retention of assets.

6-16. DOD-level industrial preparedness management

a. It is DOD policy to maintain a State of industrial preparedness by working with private industry to produce, maintain, and repair materiel that meets mobilization requirements. Where it is determined that required mobilization items cannot be provided by the private sector, then government-owned facilities and equipment are acquired and maintained to produce them.

b. Overall responsibility for managing the DOD Industrial Preparedness Program is vested in the Assistant Secretary of Defense (ASD) for Economic Security (ASD(ES)). The Office of the ASD(ES) develops policy to ensure the rapid and coordinated production of materiel to meet mission requirements; providing a basis for planning, programming, and budgeting relating to improving industrial base responsiveness; and it directs the industrial preparedness programs of the Services and the Defense Logistics Agency (DLA). It develops procedures to guide the allocation of available industrial production capacity for contingencies to avoid conflicts or overcommitment.

c. The ASD(ES) is responsible for advising the SecDef on the relative urgency of acquisition programs. The recommendations are presented as the DOD Master Urgency List (MUL) and provide the priority basis for assigning production resources. The DOD MUL includes only those programs which are designated as “DX”. Essential support items are assigned to the same urgency category as their end items. Since the production of every item needed by the Services is prohibitively expensive, the key to a successful industrial preparedness program is the careful selection of critical materiel on which to apply scarce resources. The following paragraphs exemplify this management philosophy.

6-17. The Defense Priorities and Allocations System (DPAS)

a. This regulatory system (15 Code of Federal Regulations (CFR) 700), administered by the Department of Commerce (DOC), is used to ensure the timely availability of industrial resources to meet approved national defense and emergency preparedness program requirements, and to provide an operating system to support rapid industrial response in a national emergency.

b. The authority for this is found in Title I of the *Defense Production Act* (50 USC app. 2061, et seq.), which authorizes the President to require—

(1) The priority performance of defense contracts and orders over all other contracts and orders.

(2) The allocation of materials, services, and facilities necessary and appropriate to promote the national defense.

c. The DPAS establishes two levels of contract priority- “DX” and “DO”. DX priority rated contracts and orders take precedence over DO priority rated contracts and orders; and DX rated contracts and orders take precedence over un-rated / commercial contracts and orders. The DPAS requires that—

(1) All priority rated contracts and orders be accepted by contractors and suppliers capable of their performance.

(2) That precedence be given to priority rated contracts and orders as necessary to achieve timely delivery.

(3) That contractors extend the priority rating on contracts and orders placed with vendors and suppliers.

d. Although the DPAS is self-executing, in the event of a problem involving acceptance, scheduling, production, or any situation that would interfere with timely delivery against a priority rated contract or order, Special Priorities Assistance may be requested. DOC may take “official action” under the DPAS to resolve the problem.

6-18. The National Defense Stockpile

The Federal Government has maintained a supply of strategic and critical materials designed to decrease our nations vulnerability to interruptions in the foreign supply of these materials in time of national emergency. Recently it was decided to dispose of the stockpile materials, retaining only a few of the most critical and essential, to cover U.S. defense requirements for not less than three years of national emergency. The stockpile is managed by the Department of Defense through the Defense National Stockpile Center, a Defense Logistics Agency organization.

6-19. DOD key facilities list (KFL)

A list of facilities of such importance that loss through sabotage, subversion, terrorism, or other hostile acts would seriously impair the national defense posture of the United States. FORSCOM uses these documents in fulfilling its responsibility for CONUS land defense planning.

6-20. Army Industrial Preparedness Program

The DOD-level management philosophy applies to the Army’s Industrial Preparedness Program as well. The Army depends on private industry as the foundation for production of military materiel. Therefore, when Army production facilities or depot-level maintenance do not exist, first consideration will be given to developing private industrial facilities which produce critically-needed items. Management tools available include the following:

a. **Industrial preparedness planning (IPP).** Conducted to ensure that an adequate industrial base is established, maintained, and retained to be responsive to military materiel requirements in the event of an emergency. It involves the assessment of the capability of the industrial base to support peacetime and emergency operations, and planning with industry to ensure adequate procurement, production, and maintenance capabilities to meet support requirements.

b. **DA critical items lists (DACILs).** Prepared by HQDA (Deputy Chief of Staff for Operations and Plans), they provide biennially a priority list of items required to sustain warfighting for either an indefinite or surge contingency. It also provides stable mobilization requirements to support planning with industry. The DACIL is the basic document from which industrial preparedness planning is conducted.

c. Industrial preparedness planning list (IPPL). Prepared by Army Materiel Command (AMC) from the DACIL, the IPPL consists of critical items having long lead-time components. Many of these components require special manufacturing skills, or other production challenges requiring detailed planning.

d. Production base analysis (PBA). This describes the status of the Army's industrial readiness. It shows the base required for production and depot-level maintenance of IPPL items. Contingency production requirements are matched against the capacity of the industrial base, and actions needed to improve base readiness are identified.

e. Industrial preparedness measures (IPMs). These actions aid industry to overcome production deficiencies in the Army's industrial base. IPMs are designed to shorten production lead-time, increase production or repair capacity, and reduce inspection time. IPMs for accelerated production will only be used where this is a cost-effective alternative to stockpiling.

SECTION VII SUMMARY AND REFERENCES

6-21. Summary

The utility of the Army to the Nation depends to a large extent on whether its forces can be rapidly and effectively mobilized, deployed, employed, and sustained. The process of planning for contingencies or for eventualities that Army forces are needed somewhere to accomplish specified tasks, is a continuous, all-encompassing process. It includes all aspects of Army management, be it manpower procurement, training, materiel development, or fiscal assets and constraints.

Central to the task of reinforcing existing active forces is the ability to mobilize Reserve Component assets and to deploy them with the least possible delay to the theater where they will be needed. Although the U.S. Industrial Base may be called upon to accelerate production to directly support the deployed forces, it will normally be utilized to repair and replace the damaged/destroyed equipment and munitions and other consumable expenditures following the conflict.

6-22. References

- a.** DOD Directive 4400.1, *Defense Production Act Programs*.
- b.** Joint Publication 4-05, *Mobilization Planning*.
- c.** Joint Publication 6-02, *Joint Doctrine for Employment of Operational / Tactical Command, Control and Communication Systems*.
- d.** CJCS Memorandum 3122.01, *Joint Operation Planning and Execution System (JOPES)*, Volume I, (*Planning Policies and Procedures*).
- e.** CJCS Memorandum 3122.03A, *Joint Operation Planning and Execution System (JOPES)*, Volume II, (*Planning Formats and Guidance*).
- f.** CJCS Memorandum 3122.02A, *Joint Operation Planning and Execution System (JOPES)* Volume III, (*Crisis Action Time Phased force and Deployment Data Development and Deployment Execution*).
- g.** CJCS Manual, 3500.03, *Joint Training*, change 4.
- h.** Army Regulation 11-30, *The Army WARTRACE Program*.

- i.** Army Regulation 500-5, *Army Mobilization*.
- j.** Army Regulation 700-90, *Army Industrial Base Program*.
- k.** Field Manual 100-17, *Mobilization, Deployment, Redeployment and Demobilization*.
- l.** FORSCOM Regulation 11-30, *The Army CAPSTONE Program*.
- m.** FORSCOM Regulation 55-1, *Unit Movement Planning*.
- n.** FORSCOM Regulation 500-3, *FORSCOM Mobilization and Deployment Planning System (FORMSDEP)*, Vols. 1-10 (U).
- o.** U.S. National Defense University, *Armed Forces Staff College Publication 1*.
- p.** U.S. Department of Commerce, *Defense Priorities and Allocation System (DPAS) Regulation (15 CFR 700) (Revised Edition)*, August 1998