



**MULTINATIONAL FORCE
STANDING OPERATING PROCEDURES
(MNF SOP)
PLANNING HANDBOOK**



**Military Decision Making Process
~ Multinational ~
(MDMP-M)**

**Version 2.6 – Handbook
Supports MNF SOP Version 2.6
(October 2010)**

MDMP-M Planning Handbook

This planning handbook supports the MNF SOP Version 2.6 planning, execution and assessment process (www.mpat.org).

This handbook was developed by the MPAT program and MPAT nations with a focus on the operational level of multinational planning, execution and assessment (Coalition / Combined Task Force – CTF level).

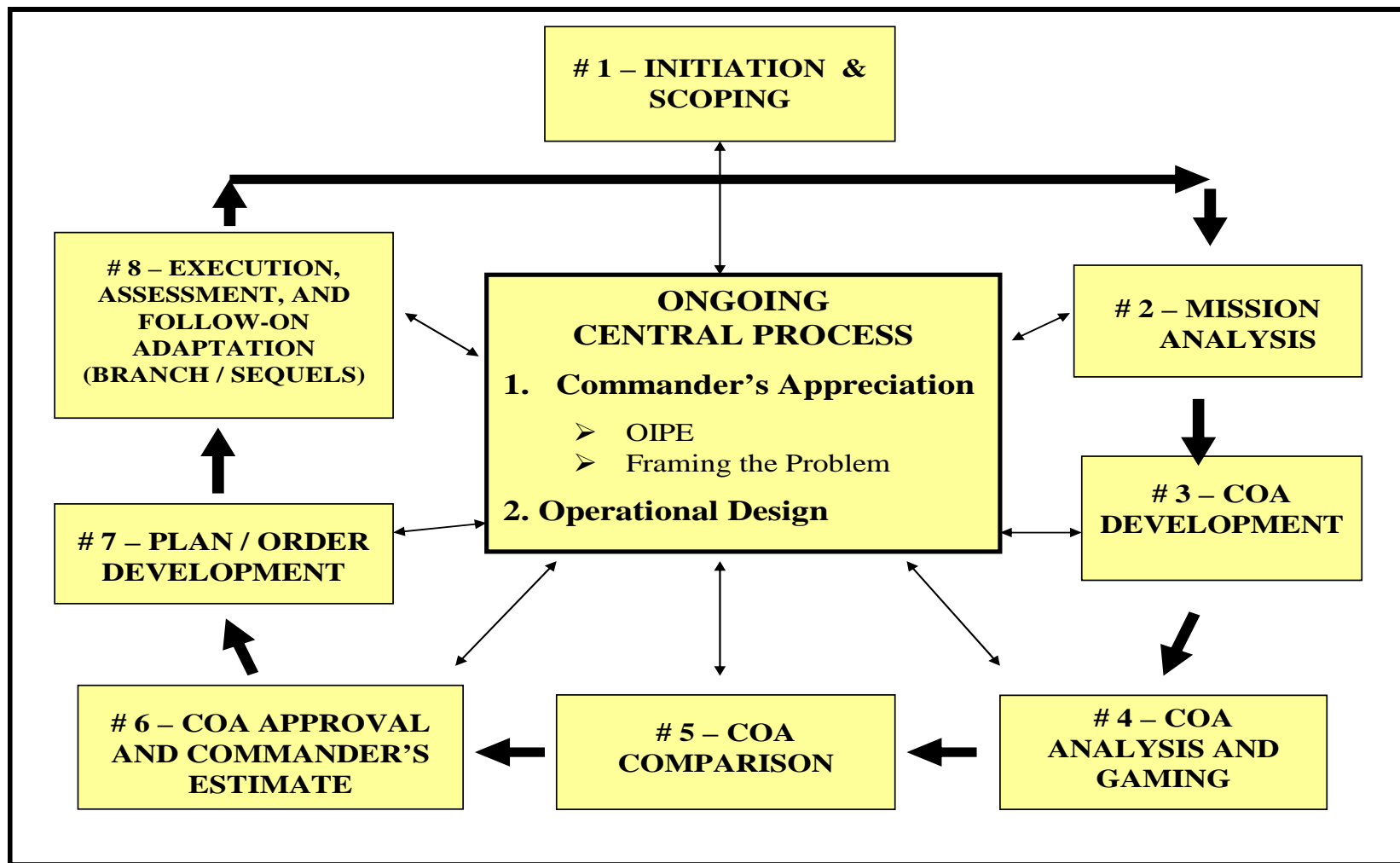
Refer to www.mpat.org for details on the MPAT and MNF SOP programs.

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Military Decision Making Process - Multinational



STEP 1 – INITIATION & SCOPING

Starting Conditions:

- > The nominated CCTF has received either verbal guidance or a formal Warning Order from the Supported Strategic Commander.

1. **Description:** Commander, CTF (CCTF) receives Essential Strategic Guidance (ref: Part B, Chapter 1, Annex A, “*Strategic Factors*”), strategic guidance, a situation update and initiates his **initial** commander’s appreciation and **initial** operational design development. CCTF identifies any major information/knowledge gaps; conducts time appreciation review; issues guidance on battle/operational rhythm establishment, broad readiness guidance for staff & units, and assigns broad responsibilities and orientation guidance to:
 - 1.1. National Command Elements (NCE) for participating nations within the CTF command and liaison offices as applicable.
 - 1.2. CTF staff and special staff
 - 1.3. C5 Plans (PLANS), C3 Future Ops (FOPS) & C3 Current Ops (COPS) planning organizations
 - 1.4. CTF components
2. **Aim:** This step sets the CTF planning process into operation and initiates the **ongoing central process of the Commander’s Appreciation and Operational Design**. It also sets the conditions for a disciplined, effective, and integrated planning environment by providing the initial commander’s guidance and organizational actions in support of the CTF planning process.

Ending Conditions:

- > The CTF command has a sufficient shared understanding of the situation and problem framework, given time constraints, to proceed to the next step of Mission Analysis.
- > The problem framework that must be addressed to achieve the CTF military end state Conditions is identified.
- > C2 Intel Plans publishes the OIPE summary & brief for distribution to CTF HQ, NCEs & components.
- > C5 Plans publishes the commander’s framing of the problem as directed by the commander.
- > C5 Plans publishes the initial commander’s operational design comments.
- > Formal record of the meeting is posted on the planning network & reviewed by CTF Staff immediately after the session.
- > Warning Order #1 is distributed.

PROCESS

1. **Scoping Session:** CCTF, NCEs, Deputy CCTF, Chief of Staff (COS) (with C2, C3, C3 FOPS Chief, C5 Directors, & C5 PLANS Chief) conducts a **small group** meeting to:

1.1. Address Commander's Appreciation.

1.1.1. Initial situational update and commander's assessment (OIPE).

1.1.2. Initial framing of the problem.

1.2. Develops initial operational design and operational guidance.

2. **Scoping Agenda:** Five topic areas are addressed within scoping as outlined below.

2.1. **Topic 1: Commander's Appreciation Analysis and Discussion.** This consists of two planning components:

2.1.1. **Component 1: Situational Update (OIPE) and Commander's Situational Assessment** – refer to Tab A for the detailed process.

i. OIPE briefing (with strategic guidance to the CCTF) is given as a situational update.

ii. A commander's situational analysis and assessment of the operational environment is conducted (overall environment, threat, friendly forces, and major actors / stakeholders).

iii. Any information or knowledge gaps are identified.

2.1.2. **Component 2: Initiation of the ongoing Commander's Framing of the Problem** - this process is a commander driven **cognitive** process. Much of the information requirements for framing of the problem will come out of the OIPE assessment coupled with the **national strategic and theater strategic planning guidance (refer to Figure 1)** and the commander's judgment and analysis.

Key Planning Guideline: Identify the problem first before you start to plan the solutions to a problem !!

i. **Background Guidance for Framing of the Problem** - refer to Tab A for the detailed process, the following is summary of the key background guidance for framing of the problem.

i-i. National Strategic and Supported Strategic Commander essential strategic guidance to the CCTF (ref: Part B, Chapter1, Annex A, "*Strategic Factors*" – MNF SOP Ver. 2.4).

i-ii. National Strategic and Supported Strategic Commander (theater strategic) planning guidance factors provided to the CCTF (refer to Figure 1 for planning guidance factors that each planning echelon should provide to lower units).

i-iii. CTF level Problem framework discussion and identification – an overview of this process is outlined in following paragraphs; refer to Tab A for a detailed outline.

i-iv. Commander's situational assessment (OIPE analysis and assessment) – process outlined in following paragraphs).

<u>Planning Echelons</u>	
<u>Level of War</u>	<u>Guidance</u>
National Strategic	National Strategic End State Conditions > <u>National Strategic Objectives</u> that support end state conditions attainment Termination Criteria Military End State Conditions (may not be identified)
Theater Strategic	Military End State Conditions (may not be identified) > <u>Strategic Military Objectives</u> that support end state conditions attainment Mission Effects (Conditions that support objectives attainment) Operational Tasks (required based upon objectives)
Operational	Military End State Conditions (need to be identified if not previously) > <u>Operational Military Objectives</u> that support end state conditions attainment Restated Mission Effects (Conditions that support objectives attainment) Tactical Tasks (required based upon objectives)
Tactical	Restated Mission Tactical Military Objectives Tasks
<p>Note: The Military End State Conditions are the same for all levels <u>once established</u>. If the CTF command has to identify the military end state conditions (because they have not been identified previously) then the CCTF needs to obtain FORMAL approval via his Commander's Assessment to the theater and national strategic levels.</p>	

Figure 1: Planning Guidance Factors by Planning Echelon

2.1.3. Framing of the Problem Steps.

- i. Establish the strategic context
- ii. Combine strategic guidance within the context.
- iii. Identify the systems relationships (prescriptive cause and effect interrelationships) that make up the problem(s) to be solved.
- iv. Describe the systemic nature (understanding / influencing nature of behavior and relationships) of the problems(s) to be solved.
- v. Determine strategic trends
- vi. Identify gaps in knowledge
- vii. Establish assumptions about the problem
- viii. Identify the operational problem preventing attainment of the CTF military end state conditions
- ix. Review the assigned mission statement from higher headquarters (Supported Strategic Cdr) – identify the initial CTF restated mission based upon the problem
- x. Obtain approval of the problem and mission statement.

Note: Initially, within the “Initiation and Scoping” step, this **initiation action for Framing of the Problem will be very broad in nature and lacking in details**. However as the planning process progresses and understanding and knowledge of the situation develops, the Problem Framework will be refined and further developed. Furthermore, Problem Framing is an ongoing process within all planning steps and builds upon the refining and adaptation of the Commanders Appreciation of the situation as operations are executed.

2.2. **Topic 2 - Initiation of the ongoing Operational Design development and refinement.** The CCTF initiates development of the Operational Design. Operational Design is the conception and construction of the framework that underpins a campaign or major operation plan and its subsequent execution. Refer to Tab B for the detailed process.

2.2.1. Operational Design provides for:

- i. **A framework** for development of detailed Courses of Action (COA) development (possible solutions).
- ii. **Cognitive approach for addressing the key factors** within the operational setting that support attainment of CTF military end state conditions
- iii. **A shared understanding** of the CTF command’s operational setting within the CTF command and with the major actors / stakeholders within a multinational operation. This supports a comprehensive approach to planning. The major actors / stakeholders that will be present within the CCTF’s area of operation (AO) are:
 - iii-i. NCEs of the participating nations within the CTF command (multinational understanding)
 - iii-ii. CTF Component Commanders (military commander understanding)
 - iii-iii. CTF staff (CTF headquarters understanding)
 - iii-iv. Host nation(s) (affected nations understanding – for cooperation and coordination as applicable)
 - iii-v. Governmental agencies (referred to as interagency by some nations) - whole of government understanding as applicable.
 - iii-vi. International Humanitarian Community (IHC):
 - iii-vi-i. International Organizations (IOs) (civil-military understanding – for cooperation and coordination as applicable)
 - iii-vi-ii. Nongovernmental Organizations (NGOs) (civil-military understanding – for cooperation and coordination as applicable)
 - iii-vi-iii. UN and UN agencies/programs; and the International Committee of the Red Cross (ICRC), International Federation of Red Cross (IFRC). and National Red Cross and Red Crescent Societies (civil-military understanding as applicable)
 - iii-vii. Other major actors / stakeholders within the CTF AO (civil-military understanding as warranted).

Note: Initially, within the “Initiation and Scoping” step, this **initiation action for this operational design may be very broad in nature and be lacking in details** (i.e. Lines of Operations and Decisive Points will most likely not be identified at this point in time, etc.). However as the planning process progresses and understanding and knowledge of the operational environment develops, the Operational Design is refined and further developed. Furthermore, Operational Design is an ongoing process within all planning steps and builds upon the refining and adaptation of the Commander’s Appreciation of the situation as operations are executed.

2.3. **Topic 3 - Time Appreciation Review** – formal review of time parameters of the crisis response situation.

2.3.1. 1/3 – 2/3 Rule (CTF HQ & Component Planning)

CTF Hqs 1/3 (30% for MDMP-M planning Steps 1 – 3; 50% for Steps 4 – 7; 20% for Step 8)

2.4. **Topic 4 - Other Supportive Commander's Guidance.**

- 2.4.1. Guidance on Battle / Operational Rhythm Establishment
- 2.4.2. Initial readiness guidance for forces and personnel.
- 2.4.3. Initial planning process guidance and responsibilities for C5 PLANS, C3 FOPS & C3 COPS.
- 2.4.4. Assignment of any special staff / component responsibilities. Special guidance for multinational elements and/or coordination requirements. Cooperation guidance and requirements with governmental agencies and IHC to support the comprehensive planning approach.
- 2.4.5. Multinational Planning Augmentation Team (MPAT) planning Guidance.
- 2.4.6. Any other guidance required for setting the conditions for a disciplined & effective planning process.

Note: Cooperation and coordination channels are initially established with applicable governmental agencies, host nation(s), and International Humanitarian Community (IHC) as warranted by the situation to support the comprehensive planning approach (requires high level coordination by the CCTF and staff coordination by the CTF C7 actions parallel to "Initiation and Scoping").

2.5. **Topic 5 - Organizational actions formally directed by the CCTF:**

- 2.5.1. Command Group establishment.
- 2.5.2. Planning organizations established: C5 PLANS, C3 FOPS, C3 COPS, CPG (C5) and OPTs (C3 establishes OPTs as required for each major mission or for overall FOPS/COPs coordination).
- 2.5.3. Coalition / Combined Assessment Cell (CAC) and Red Team established to support planning actions – C2/C3/C5 action. Refer to Part B, Chapter 2, Annex B: Appendix 4, Tab B; "CTF Assessment of Operations" - MNF SOP Ver. 2.4.
- 2.5.4. Battle / Operational Rhythm framework established – C3 manages for COS. COS has ownership of operational rhythm for the CTF command.
- 2.5.5. Establish CTF network, CTF HQ Web Portal & IM Procedures / Authorizations.

- 3. **Warning Order #1 is issued.** A CTF warning order is published to provide immediate information on the pending mission, readiness guidelines, and other broad planning guidance to CTF components, NCE's of participating nations within the CTF command, CTF staff, and other supporting organizations. Refer to Part C, Chapter 5, Annex B, Appendix 2, "Warning Order Format" - MNF SOP Ver. 2.4.
- 4. **Staff Estimates.** The development of staff estimates begins as soon as the "Initiation and Scoping" step is initiated. Staff estimates are iterative and continues throughout the life of the CTF life cycle.
- 5. **Continuous Assessment.** Assessment is the continuous monitoring and evaluation of the ongoing situation and progress in attaining operational military objectives and progress and the CTF military end state conditions.
 - 5.1. The CTF command internalizes this operational design factor by establishing "Execution, Assessment, and Follow-On Adaptation (Branch / Sequels)" as Step # 8 within the CTF planning process. Thus, **assessment is internal to the CTF planning process; it is continually being conducted and is circular in nature by which the command moves to the next planning cycle.** Refer to Part B, Chapter 2, Annex B: Appendix 4, Tab B; "CTF Assessment of Operations" - MNF SOP Ver. 2.4.
 - 5.2. A continuous dialogue and discourse is supported by the CTF assessment process and red team actions (war gaming) to ensure commanders are fully cognizant of the causal relationships between their actions and the operational environment adaptations. Accordingly, assessment is a learning activity and a critical aspect of design review, refinement, and adaptation to the ever-changing CTF operational environment.

STEP #2

MISSION ANALYSIS

Starting Conditions:

- > The CTF command has a **sufficient shared understanding of the situation and problem framework, given time constraints.**
- > The problem framework that must be addressed to achieve the CTF military end state conditions are identified.
- > The CTF HQ, NCEs & CTF components have the OIPE summary and brief.
- > The commander's framing of the problem is distributed as directed by the CCTF.
- > The initial commander's operational design narrative and visual diagram has been published.
- > Formal record of the Initiation and Scoping meeting is posted on the planning network & has been reviewed by NCEs, CTF components, and CTF staff.
- > Warning Order #1 has been issued.

1. **Description:** CCTF, CTF staff, NCEs, and CTF Component Commanders conduct mission analysis to refine their shared understanding / knowledge of the problem, situation, restated CTF mission, CCTF's intent, and military end state conditions.
2. **Aim:** This step builds upon the Commander's Appreciation of the situation and initial Operational Design planning actions. This step focuses on the analysis of the mission, higher headquarters guidance and intent, and examination of the key planning factors by which the CTF military end state conditions can be achieved. The primary aims are:
 - 2.1. Mission analysis steps that supports the furthering of the shared understanding / knowledge of the problem, situation, and restated CTF mission.
 - 2.2. Clear identification and confirmation of the restated mission, CCTF's intent, military end state conditions and objectives that support attainment of the military end state conditions.
 - 2.3. Commander's planning guidance is issued to drive the rest of the planning process.
 - 2.4. Warning Order #2 is issued to NCEs, CTF components, and CTF staff to provide guidance and coordinating instructions to support follow-on focused and effective planning.

Ending Conditions:

- > The restated CTF mission, CCTF's intent, military end state conditions and objectives, and supporting effects for attainment of the military end state conditions are identified.
- > The Commander Appreciation of the situation (OIPE assessment and problem Framework) has been reviewed and updated.
- > The Commander's Operational Design has been reviewed and updated.
- > A mission analysis briefing is presented and distributed.
- > The CCTF's commanders guidance is provided and distributed.
- > Warning Order #2 is issued to the CTF command.

PROCESS

1. **Mission Analysis.** Both the process and products of mission analysis assist the CCTF, CTF staff, NCEs, and CTF Component Commanders in refining the shared understanding / knowledge of the problem framework, operational situation, CTF restated mission, and commander's intent. It also provides for clear identification of the operational military objectives and supporting effects that allow attainment of the military end state conditions. Mission analysis consists of 15 sub-steps as outlined in Figure 2 below.

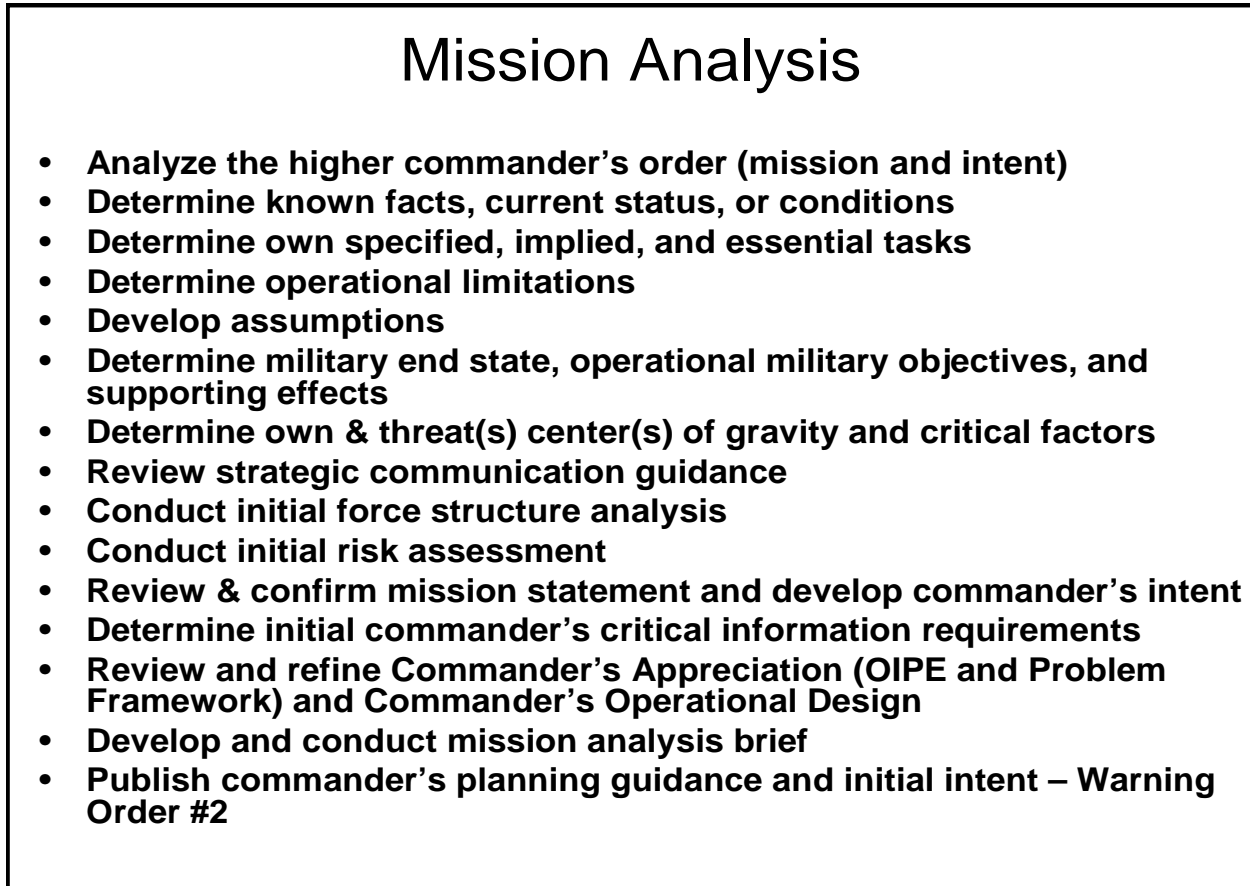


Figure 2: Mission Analysis

2. **Sub-Step 1: Analyze the Higher Headquarters Order (Mission and Intent):** The CCTF, NCE, and CTF staff thoroughly analyze the Supported Strategic Commander's orders (theater strategic) and National Strategic guidance. This establishes where the CTF mission fits into the strategic framework of the operation. The primary inputs to the CTF mission analysis comes from higher headquarters planning factors. Key areas to focus upon are:
- 2.1. National Strategic guidance:
 - 2.1.1. National Strategic End state conditions
 - 2.1.2. National Strategic Objectives that support end state conditions attainment
 - 2.1.3. Termination Criteria
 - 2.1.4. Military End state conditions (may not be identified by the national level)
 - 2.2. Supported Strategic Commander (Theater Strategic guidance):
 - 2.2.1. Military End state conditions (may not be identified)

- 2.2.2. Mission
- 2.2.3. Strategic Military Objectives
- 2.2.4. Effects (Conditions)
- 2.2.5. Tasks.
- 2.3. National objectives and aims of participating nations within the CTF command.
- 2.4. Higher commander's intent.
- 2.5. Higher commander's concept of operation (if given).
- 2.6. Limitations (directed constraints and restraints; will be revisited again within the mission analysis for other limitations not specifically directed by higher headquarters).
- 2.7. Assigned Area of Operation (AO)
- 2.8. Available assets.
- 2.9. Operational time line.
- 2.10. Other key commander's planning guidance.
- 3. **Sub-Step 2: Determine Known Facts, Current Status, or Conditions.** A fact is a statement of information known to be true (such as verified locations of friendly and adversary force dispositions). The current status and conditions represents the current commander's assessment of the situation and current OIPE. This step in the CTF planning process provides the factual framework for the follow-on detailed mission analysis steps.
 - 3.1. The OIPE is updated by the C2 with assistance from cultural and political subject matter experts and operational considerations (C3, C5, C7, POLAD & IA reps) & UN / UN agencies/programs, and IHC as applicable). This supports the establishment of key facts, current status of key factors, and key conditions that are present within the current situation. The CCTF updates his commander's assessment of the situation as required.
 - 3.2. C5 Coalition Planning Group (CPG), coalition intelligence support element, with other staff CPG members reviews the updated commander's assessment of the situation, current OIPE and the problem framework. The Operational Design is continually referred to within the CPG and refined as the planning process continues.
 - 3.3. Time appreciation analysis. The CPG reviews the time appreciation analysis established within the CCTF "*Initiation and Scoping*" step. Balance the desire for detailed planning against the need for speed and **allocating time for component planning.**
 - 3.3.1. Determine the time available.
 - 3.3.2. Understand the required time from when the CCTF makes a decision, issues orders, and subordinates execute the operation.
 - 3.3.3. Develop a timeline reflecting known and assumed operational requirements (e.g., C-day, D-day) to focus the staff as it conducts the CTF planning process.
 - 3.3.4. Additionally, post a timeline identifying the time available to complete the steps of the CTF planning process based on the commander's estimate and operation order delivery requirements.
 - 3.3.5. Planning timelines for branch and sequel plans are identified during the course of action (COA) analysis process. As requirements are identified and assumptions validated, these timelines may require updating.

- 3.3.6. Allocate the time necessary. Consider a technique whereby each headquarters limits itself to one-third of the available planning time and **allocates two-thirds to their components**. Also, use parallel planning, where headquarters at different levels conducts planning simultaneously.
- 3.3.7. The CTF COS is responsible for the time management within the CTF command with support from the C5 / C3 staff. The CPG directly addresses time appreciation planning within the CTF command.
- 3.4. CTF Staff. Participate in mission analysis and contribute to the continued development of the Commanders Appreciation of the situation (OIPE and problem framing), and the continued improvement and development of the Operational Design whereby the shared understanding / knowledge of the operational setting is established with the CTF staff.
- 3.4.1. Staff Estimates. The development of staff estimates continues as required by the planning process. Staff estimates are focused by Mission Analysis as it proceeds.
- 3.4.2. Staff estimates are provided to the CPG and CCTF commander as required to support mission analysis. As staff sections determine other known facts, current status, or conditions from their situational analysis, they should provide that input to the CPG through their representatives.
4. **Sub-Step 3: Determine Own Specified, Implied, and Essential Task**. The CPG identifies the CTF operational tasks to be performed. There are three types of tasks that are identified, see below:
- 4.1. **Specified Task**: A task that is specifically assigned to the CCTF by the Supported Strategic Commander. Can be written or oral. Normally found in the Supported Strategic Commanders orders to the CCTF (and in the annexes to such orders / directives).
- 4.2. **Implied Task**: A task derived during mission analysis that an organization must perform or prepare to perform to accomplish a specified task or the mission, but which is not stated in the Supported Strategic Commander's order.
- 4.3. **Essential Task**: A specified or implied task that an organization must perform to accomplish the mission. An essential task is typically included in the mission statement.
5. Sub-**Step 4: Develop Operational Limitations**. Operational limitations are actions required or prohibited by higher authority and other restrictions that limit the commander's freedom of action, such as diplomatic agreements, political and economic conditions in affected nations, and host nation issues. There are two types of operational limitations:
- 5.1. **Constraint**. Is a requirement place on the command by a higher command **that dictates an action**, thus restricting freedom of action. Constraints can also be identified based upon the Commander's assessment of the situation and CPG planning actions.
- 5.2. **Restraint**. Is a requirement place on the command by a higher command **that prohibits an action**, thus restricting freedom of action. Restraints can also be identified based upon the Commander's assessment of the situation and CPG planning actions.
6. **Sub-Step 5: Develop Assumptions**. An assumption provides a supposition about the current situation or future course of events, assumed to be true in the absence of facts. Assumptions replace necessary but missing or unknown facts. **A valid assumption has three characteristics: it is logical, realistic, and essential for planning to continue**. A litmus test for assumptions is: **if an assumption proves false, the plan could be invalid**; if a proposed assumption does not have this effect, it should not be an assumption.
- 6.1. Never assume away threat / adversary capabilities.
- 6.2. Assumptions must be continuously reassessed throughout the process to ensure they remain relevant and valid.
- 6.3. In developing assumptions, the C5 CPG and CTF staff should consider the following as a minimum:
- 6.3.1. Coordination with NCEs relative to multinational assumptions.

- 6.3.2. Coordination with governmental agencies relative to interagency assumptions.
 - 6.3.3. Support from other governmental and civilian agencies.
 - 6.3.4. The availability of and support requirements for host nation(s) or multinational forces.
 - 6.3.5. Time line factors.
 - 6.3.6. The political situation with the countries in or near the CTF AO.
- 6.4. Assumptions should be replaced with facts as soon as possible. The staff identifies the information needed to convert assumptions into facts and submit them to the appropriate agency as information requirements. If the commander needs information to make a decision, he may designate the information requirement as one of the Commander's Critical Information Requirements (CCIR) (refer to Step 12 below).
7. **Sub-Step 6: Determine Military End state conditions, Military Objectives, and Supporting Effects.** In many multinational operations the military end state conditions and some initial operational military objectives may be given to the CCTF by the Supported Strategic Commander. **Nevertheless, within multinational operations, the CCTF, NCEs, component commands, and staff need to review the military end state conditions in a systematic manner and derive the supporting operational military objectives required for their attainment.**
- 7.1. This builds upon the Commanders Appreciation process and specifically addresses what "should be done" given the identified Problem Framework. This ensures the right problem is being focused upon for the military end state conditions attainment.
 - 7.2. It also ensures a bottoms-up approach for identification (or confirming) of the military end state conditions within the CTF command. **This recognizes that directives may come from a higher headquarters (strategic levels), but understanding of the specific situation will normally come flow from the bottom up (operational / tactical levels).**
 - 7.3. This promotes a shared understanding / knowledge of the mission, respects the insights / perspectives of the NCE from the participating nations, and underscores unity of effort within the CTF command.
 - 7.4. **Determine the Military End state conditions, Operational Military Objectives, and Supporting Effects:**
 - 7.4.1. **Review the military end state conditions given to the CCTF from the Supporting Strategic Commander (or develop the military end state conditions if none were given).** Review or develop the conditions that if achieved clearly identify when CTF forces are **no longer needed** within the AO to achieve multinational strategic objectives.
 - i. While many of the conditions may mirror the national strategic end state conditions, the military end state conditions will typically be more specific and contain other supporting conditions that are based upon a bottoms-up perspective of forces and elements within the CTF AO and from key actors / stakeholders within the CTF AO.
 - ii. These conditions contribute to confirming termination criteria in later planning steps.
 - 7.4.2. **Identify the operational military objectives that support attainment of the military end state conditions.**
 - i. Aside from its obvious association with supporting strategic objectives, clearly defining the military end state conditions and supporting military objectives promotes unity of effort, facilitates synchronization, and helps clarify the risk associated with the multinational operation.
 - ii. Commanders should include the military end state conditions in their planning guidance and commander's intent statement.
 - iii. For the CTF command, the CTF's end state conditions and supporting operational military objectives may not fully equate to the Supported Strategic Commander's end state conditions and strategic military objectives. For example, the Supporting Strategic Commander could be directing other significant

military operations within the area of responsibility in addition to those of the CTF command. This reinforces the requirement for the CTF command to conduct a formal identification of the military end state conditions to understand the relationship of the CTF's mission accomplishment to the Supporting Strategic Commanders strategic military objectives and military end state conditions.

7.4.3. Identify the supporting effects for each operational military objective.

- i. These effects are defined as the conditions, which if achieved, support the attainment of the operational military objectives.
- ii. Supporting effects at this level will broad in scope and capture the major conditions supporting attainment of the operational military objectives.
- iii. This initiates the formal CTF assessment process (refer to Refer to Part B, Chapter 2, Annex B: Appendix 4, Tab B; “CTF Assessment of Operations” - MNF SOP Ver. 2.4.).
- iv. Identification of desired and undesired effects identification (within the context of the operational military objectives) is a planning technique to assist in risk identification and mitigation in later planning steps and during execution.

8. Sub-Step 7: Determine Friendly and Threat Center(s) of Gravity (COG) and Critical Factors. The COG concept is an element of operational design to assist the CCTF and staff in **understanding the dominate threat factors within an operational AO**. A COG is defined as the source of power that provides moral or physical strength, freedom of action, or will to act. Analysis of COGs helps identify friendly and adversary strengths and weaknesses. **Planners analyze COGs within a framework of three critical factors: critical capabilities, critical requirements, and critical vulnerabilities** (refer to Figure 3).

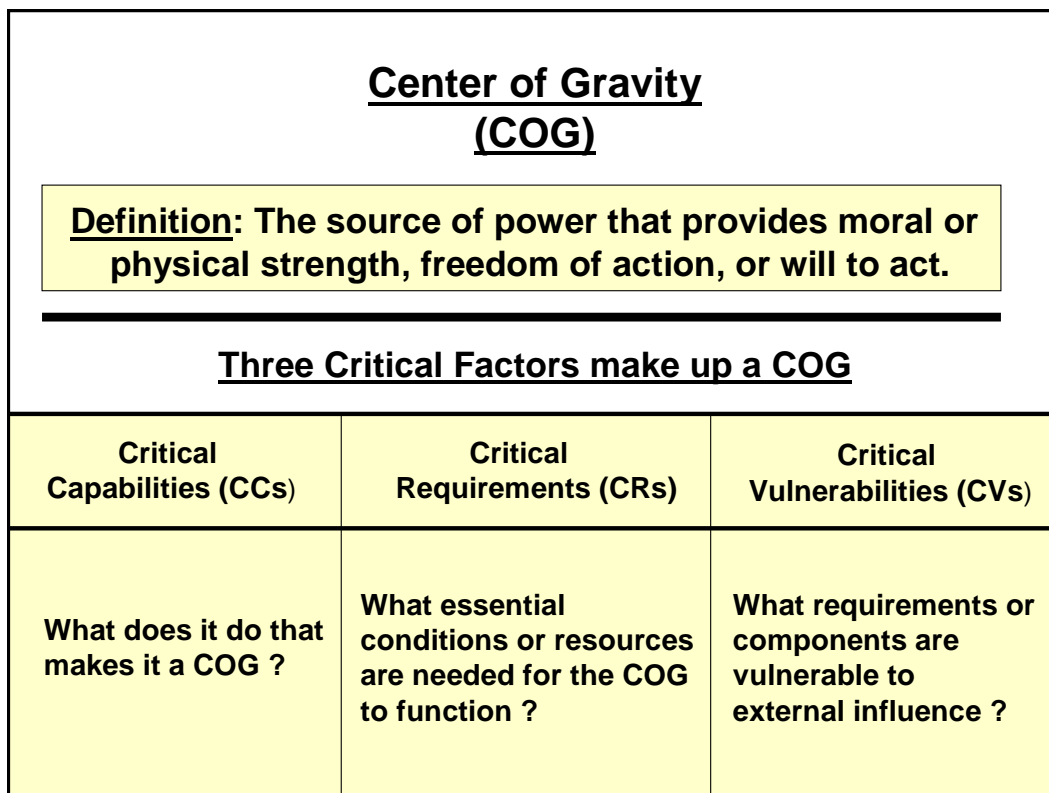


Figure 3: Center of Gravity and Three Critical Factors

8.1. COGs are normally established for the strategic, operational, and tactical levels of planning and operations.

8.1.1. The Supported Strategic Commander will normally establish the COGs for the strategic friendly and threat elements. If this is not so indicated, the CCTF may identify such and recommend to the Supported Strategic Commander for consideration.

- 8.1.2. The Supported Strategic Commander may also establish the COGs for the operational friendly and threat levels. The CCTF will normally confirm or recommend refinements to the operational COGs as more understanding / knowledge of the operational environment is gained during planning / execution. This is part of the CCTF mission analysis steps.
- 8.1.3. The CCTF and CTF components will normally identify the COGs for the tactical friendly and threat elements.
- 8.2. Normally, one or two COGs are identified for each respective level of operations / planning. They are intended to be the MAJOR factors by which friendly and threat elements derive their power.
- 8.2.1. If a number of COGs appear within a planning process, many of these will be most likely Critical Capabilities (see Figure 4) that make up a larger COG.
- 8.2.2. The CTF staff simply needs to refine the COGs until one or two emerge as the domineering factors. (Note: This is NOT to say three or more COGs may not be present for a given level of operations / planning – but it is generally agreed that “smaller the better” is desired to force identification of the major factors).
- 8.3. **COGs are not only appropriate for threat or adversarial forces.** COGs can be found for other threats such as a Pandemic Influenza, a nation’s potential collapse, or even natural disasters, and so forth.
- 8.4. Analysis of COGs:
- 8.4.1. The C2 focuses on the identification of the strategic and operational COGs as part of the OIPE process. The goal is to determine the critical factors by which threats derive freedom of action, physical strength (means) and the will to fight.
- 8.4.2. The C5 CPG (with CTF staff support) focuses on the friendly strategic and operational COGs. The goal is to determine the critical factors by which friendly COGs derive their freedom of action, physical strength (means) and the will to fight.
- 8.4.3. This is not a separate process but is rather a parallel process that comes together formally within mission analysis step within the CPG.
- 8.5. **CPG Actions.** The C5 CPG uses a systems perspective of the operational environment to assist in identification of threat COGs and their critical capabilities, critical requirements, and critical vulnerabilities.
- 8.5.1. In combat operations, this involves knowing a threat’s physical and psychological strengths and weaknesses and how the adversary organizes, fights, and makes decisions within the operational area.
- 8.5.2. In non-combat operations it is essential to understand the dynamics of the threat and the critical factors that make up the threat COG and how it relates to other factors in the non-combat situation.
- 8.6. **Using the COG Tool:** Once COGs and their critical factors have been identified, CCTF and their staffs **determine how to attack / diminish / weaken the threat COGs and protect / improve / build upon the friendly COGs.** This provides for **points of influence** within the operational area for CTF forces to exploit / influence / attack to weaken major power sources for threats (refer to Figure 4). These points are referred to as decisive points.
- 8.6.1. Decisive points help determine where and how to apply friendly capabilities to exploit threat vulnerabilities. A decisive point is a geographic place, specific key event, critical factor, or function that, when acted upon, allows a commander to gain a marked advantage (or influence) over an adversary or contributes materially to achieving success.
- 8.6.2. The most important decisive points can be determined from analysis of critical factors and understanding the relationship between a COG’s critical capabilities, requirements, and vulnerabilities. This can illuminate direct and indirect approaches to the attacking / weakening the COG. **It is likely that most critical vulnerabilities will be decisive points,** which should then be further addressed in the planning process.

8.6.3. Although operational areas may have numerous decisive points, **only a few will truly have operational or even strategic significance relative to an adversary's COGs**. The art of identifying decisive points is a critical part of operational design. Decisive points can be linked to lines of operation (another operational design tool for visualizing the operational mission). This will be addressed at the end of the Mission Analysis step.

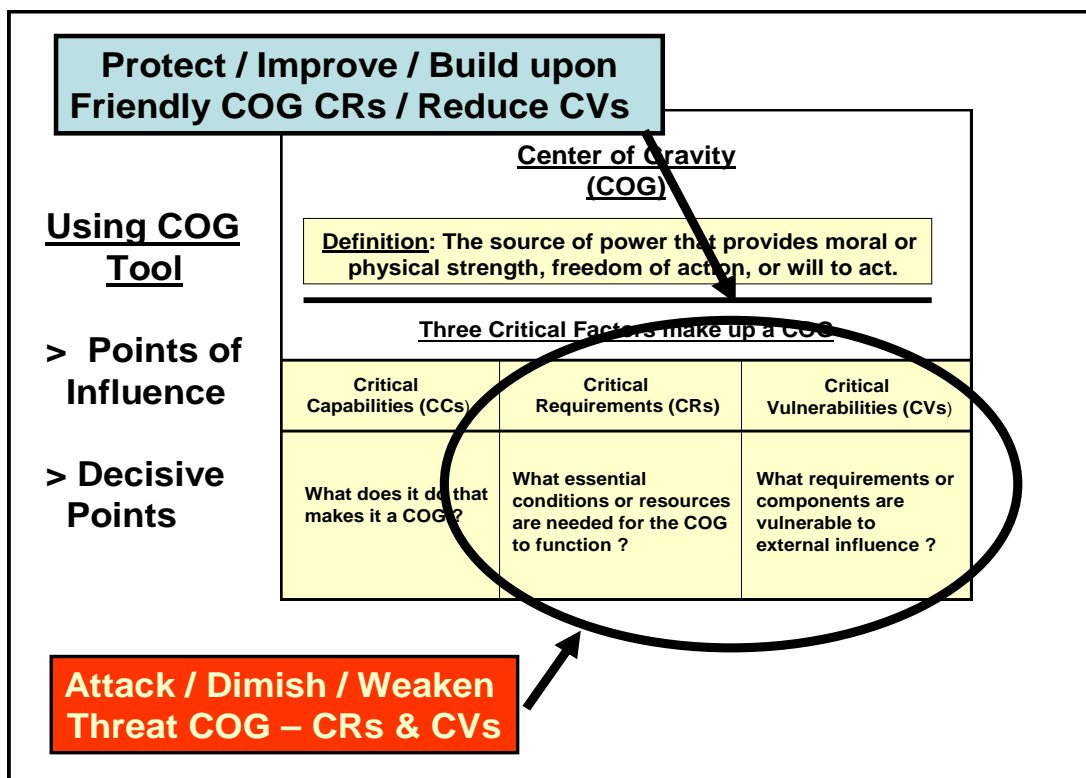


Figure 4: Center of Gravity / Points of Influence / Decisive Points

9. **Sub-Step 8: Analyze Strategic Communication Guidance.** Strategic communication (SC) is a natural extension of strategic direction and **supports the multinational strategic guidance and themes** that are the foundation for CTF operations. The SC plan establishes unity of effort within strategic multinational themes and messages, and reinforces the legitimacy of multinational goals for the operation. The CTF command does not develop strategic communication guidance; rather, it supports it through Information Operations (IO) and Public Affairs Operations (PAO).
 - 9.1. SC supports Information Operation (IO) development within the CTF command. CTF IO developed within the CTF command need to conform to SC guidance.
 - 9.2. Development for the CTF IO for multinational operations requires the close coordination with participating nation's and NCEs.
10. **Sub-Step 9: Conduct Initial Force Structure Analysis.** The primary purposes of force planning are to Influence COA development and selection based on multinational force apportionment, availability, and readiness. The analysis process consists:
 - 10.1. Review forces that have been apportioned to the CCTF. Determine readiness status, the time they will be available, and possible national restrictions.
 - 10.2. Determine the broad multinational force structure and capabilities required to accomplish the mission. **Keep in mind this is a broad projection not a detailed one.** The NCEs from the respective nations, CTF component liaison officers and planners are critical players in this step.
 - 10.3. Identify shortfalls between the two.

11. **Sub-Step 10: Conduct Initial Risk Assessment.** The C5 CPG and CTF staff conducts an initial risk assessment.
 - 11.1. Risk assessment is associated with:
 - 11.1.1. Mission risks the Supported Strategic Commander and CCTF are willing to take for mission accomplishment.
 - 11.1.2. Force protection issues given the threat levels (permissive, uncertain or hostile environment). For example, a high risk of significant casualties, medium risk of fratricide, low risk of terrorist activities in the CTF AO, threat to own COGs and so on.
 - 11.1.3. Time available as provided by the Supported Strategic Commander - imposed limitations.
 - 11.2. The CPG and CTF staff should consider the following as part of their initial risk assessments:
 - 11.2.1. The Supported Strategic Commander might state or imply acceptable risk (for example, could be addressed in the Supported Strategic Commander's intent, concept of operations, additional guidance).
 - 11.2.2. CTF staff sections determine risks from their own situational analysis and staff estimate process and, in turn, provide them to the CPG through their representatives.
 - 11.2.3. The CPG determines the overall risks, considers potential methods for risk mitigation, and disseminates them within the CTF command.
12. **Sub-Step 11: Review & Confirm Restated Mission and Develop Commander's Intent.** During this step the initial mission statement is reviewed and the Commander's Intent is developed. Additionally, the initial set of **mission success criteria** is identified. This supports the CTF assessment actions (refer to Refer to Part B, Chapter 2, Annex B: Appendix 4, Tab B; "*CTF Assessment of Operations*" - MNF SOP Ver. 2.4.for the CTF assessment process details).
 - 12.1. **Review & Confirm Restated Mission.** The mission statement should be a short sentence or paragraph that provides a clear statement of the action to be taken and the reason for doing so.
 - 12.1.1. The mission statement includes the CTF's essential task (or tasks) and purpose.
 - 12.1.2. The mission statement should cover the elements WHO, WHAT, WHEN, WHERE, and WHY, but does not specify HOW.
 - 12.1.3. It forms the basis for planning and is included in the planning guidance, the planning directive, staff estimates, the commander's estimate, the CONOPS, and the completed plan.
 - 12.1.4. It can be revised during the remainder of the planning process if initial circumstances change.
 - 12.1.5. Once the mission statement is reviewed and confirmed it is referred to as the "restated mission" by most multinational planners.
 - 12.2. **Develop the Commander's Intent.** The CCTF's intent is a clear and concise expression of the **purpose of the operation and the military end state conditions** and is a central planning construct for CTF planning.
 - 12.2.1. It provides focus to the staff and **helps subordinate and supporting commanders take actions to achieve the military end state conditions without further orders, even when operations do not unfold as planned.** It also includes where the CCTF will accept risk during the operation.
 - 12.2.2. The Commander's Appreciation (OIPE and problem framework) and initial Operational Design serves as a key foundation for development of this intent coupled with the preceding mission analysis steps.
 - 12.2.3. The initial commander's intent statement normally contains a purpose, the commander's narrative of his intent and the military end state conditions. Some nations use a "Purpose, Method, and End State" format for intent. There is no standardized template for an intent statement – this is a commander's

prerogative based on how he wishes to communicate his intent and the Lead Nation's guidance relative to military intent statements.

12.3. **Develop the Initial Mission Success Criteria.** Given a restated mission and commander's intent statement, the CPG and CTF staff describe the criteria for determining mission success. The CCTF includes these criteria in the planning guidance to the CTF staff and CTF components at the end of mission analysis.

12.3.1. The initial mission success criteria are intended to be broad in nature and be the major success criteria for CTF mission success. Such criteria are linked directly to achievement of military objectives and supporting effects and, in turn, attainment of the CTF military end state conditions. Thus, **the CTF assessment process is linked DIRECTLY to the military end state conditions and the assigned mission.**

12.3.2. The **CTF mission success criteria uses Measures of Performance (MOPs) and Measures of Effectiveness (MOEs)** to assess the progress of achieving Operational military objectives and CTF mission. Refer to Refer to Part B, Chapter 2, Annex B: Appendix 4, Tab B; "*CTF Assessment of Operations*" - MNF SOP Ver. 2.4 for the details on MOPs, MOEs, and the CTF assessment process.

13. **Sub-Step 12: Determine Initial Commander's Critical Information (CCIR) Requirements.** CCIRs comprise information requirements identified by the CCTF as being critical to timely information management and the decision-making process that affect successful mission accomplishment. **CCIRs result from an analysis of information requirements in the context of the mission and the CCTF's intent.** The information needed to verify or refute a planning assumption is an example of a CCIR. The two key subcomponents are:

13.1. **Critical friendly force information (FFI).** FFI is that information that is essential to the CCTF decision making process for mission success. FFI drives reporting and requests for information.

13.2. **Priority intelligence requirements (PIR).** Threat / adversary forces and other operational environment intelligence that is essential to the CCTF decision making for mission success. PIR drives intelligence collection and production requirements.

CCIRs are not static. **The CCTF and CTF staff refines and updates them throughout an operation based on actionable information they need for decision-making.** They are situation-dependent, focused on predictable events or activities, and time-sensitive.

14. **Sub-Step 13: Review and Refine Commander's Appreciation (OIPE and Problem Framework) and Commander's Operational Design.**

14.1. **Sub-Action 1: Review and Refinement of Commanders Appreciation.** This a broad review of **individual mission analysis steps** that have been completed to date (steps 2 thru 12) in their totality in light of the Commander's Appreciation process, restated mission, and military end state conditions to support refinement actions.

14.2. **Sub-Action 2: Review and Refine Commander's Operational Design.** The Operational Design can now be further developed and refined to support follow-on COA development at this point in the planning process. Refer to Tab B for examples of the commander's operational design for combat and non-combat situations.

14.2.1. The Operational Design is refined using Operational Design elements and consideration of the following factors: Diplomatic, Informational, Military, and Economic (DIME) elements of national power, IHC, host nation(s), governmental agencies, and other actors / stakeholders.

14.2.2. The product of this step is an updated and refined Commander's narrative and visualization of the operational design. Refer to Tab B.

15. **Sub-Step 14: Develop and Conduct Mission Analysis Brief.** The purpose of the CTF mission analysis brief is to secure CCTF approval of the mission analysis outputs and obtain the commander's guidance for follow-on COA development.

15.1. The CTF Chief of Staff (COS) has the overall responsibility for ensuring the mission analysis brief is fully coordinated and staffed with the NCE's from the participating nations within the CTF command and with CTF component commanders.

- 15.2. The CPG is responsible for development of this brief with support from the CTF staff.
- 15.3. The briefing presents an orderly presentation of the mission analysis results for the CCTF's review with respective NCEs and CTF component commanders.
- 15.4. Figure 5 and 6 presents potential templates for the organization of this briefing. This is only a start point for this briefings organization and can be revised / refined as the CCTF, COS, C5, and CPG participants determines what best supports the CTF command's planning requirements.

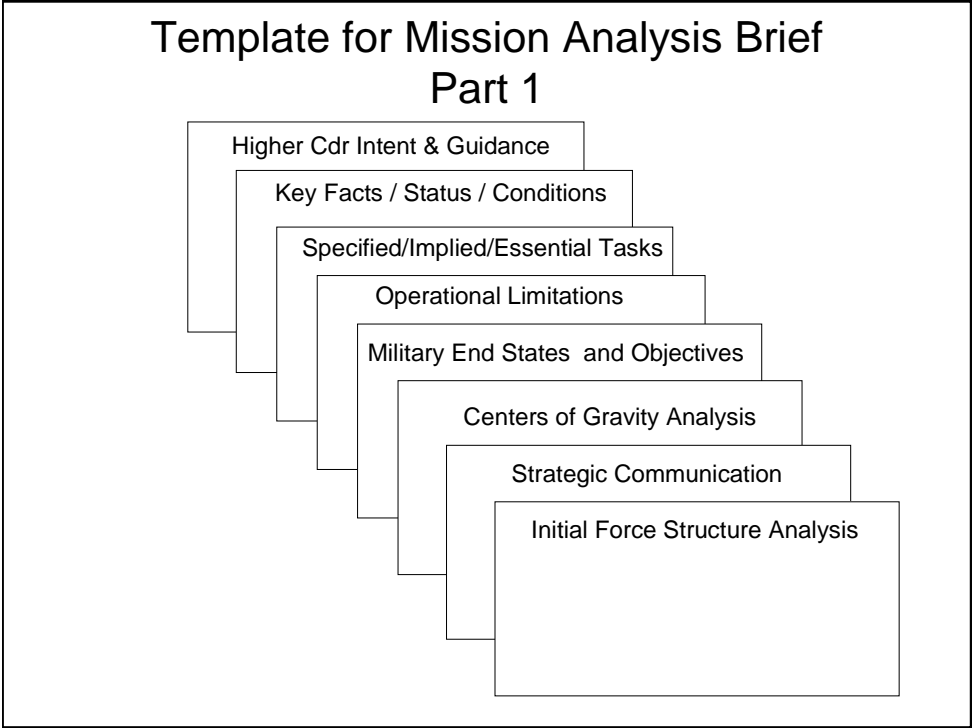


Figure 5: Mission Analysis Brief – Part 1

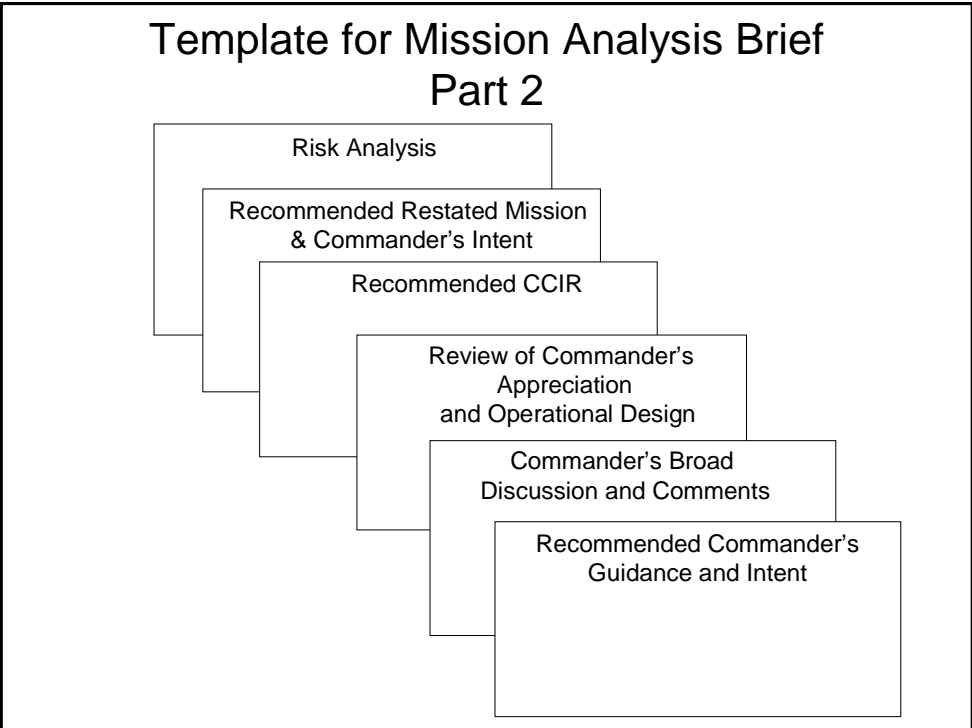


Figure 6: Mission Analysis Brief – Part 2 Update

16. Sub-Step 15: Publish commander's planning guidance and initial intent – Warning Order #2: The commander's guidance provides direction for development of COAs.

16.1. Planning guidance should include:

16.1.1. The role of governmental agencies, IHC cooperation / coordination guidance, and any potential transition planning with host nation(s), other multinational commands and UN commands.

16.1.2. Development of IO campaign plan.

16.1.3. Development of specific types of COAs.

16.1.4. Risks the CCTF is willing to take for mission accomplishment

16.1.5. Any related special considerations as required.

16.2. Warning Order #2 is published to the CTF command to provide updated information on the CTF mission and to provide coordinating guidance to the CTF commanders (refer to Part C, Chapter 5, Annex B, Appendix 2, "*Warning Order Format*") based upon mission analysis

STEP #3

COA DEVELOPMENT

Starting Conditions:

- > The restated CTF mission, CCTF's intent, military end state conditions, and Operational Military objectives for attainment of these ends states are identified.
- > The Commander's Appreciation and Operational Design has been reviewed and updated.
- > A mission analysis briefing has been presented and distributed.
- > The CCTF's commander's guidance is provided and distributed.
- > Warning Order #2 has been issued.

1. **Description:** The CCTF, NCEs of the participating nations within the CTF command, CTF staff, and CTF component commanders develop COAs based upon the CCTF Commander's Appreciation, Operational Design and planning guidance. **Within this step the "art and science" of planning are merged** to provide for COA development (possible solutions), focused planning, and follow-on assessment.
2. **Aim:** The step focuses on COA development.

Ending Conditions:

- > COAs are developed for outlining possible solutions for attainment of the military end state conditions.
- > CCTF approves (refines) the COAs for further planning.

PROCESS

1. **COA development.** COA development builds upon mission analysis, commander's guidance and intent, and the operational design.

1.1. **A COA consists of the following information:**

- 1.1.1. What type of military action is required to attain the operational military objectives?
- 1.1.2. What types of supportive actions are required by other elements of national power (diplomatic, informational and economic) and/or other organizations to support and complement military action (governmental agencies, host nation, IHC, and other key stakeholders – comprehensive approach)?
- 1.1.3. Why the action is required (purpose)?
- 1.1.4. Who will take the action?
- 1.1.5. When will the action begin?
- 1.1.6. Where will the action occur (method of employment of forces)?
- 1.1.7. What are the key cooperative / coordination actions with other key stakeholders that are required to support military end state conditions attainment?

1.2. **Full Participation.** COA development requires the full participation and involvement of the CTF component commanders (or their representatives), NCEs and planners from the participating nations within the CTF command, and appropriate governmental agencies. The IHC is integrated as required and as cooperative / coordination requirements dictate.

- 1.2.1. **CTF Staff Estimates:** CTF staff estimates play an especially important support function during COA development since many of the information requirements for decision making will be detailed and functionally oriented.
- 1.2.2. **Component Commanders' Involvement.** CTF component commanders' involvement is also critical for COA development for addressing specific operational conditions (supporting effects) and tactical actions (tasks) required within a given solution set.

1.3. **COA Development Steps:**

- 1.3.1. **Sub-Step 1: Organize** the CPG / COA groups.
- 1.3.2. **Sub-Step 2: Review** OIPE (situational factors), problem framework, CCTF planning guidance and intent, and CCTF's operational design.
- 1.3.3. **Sub-Step 3: Develop potential solutions and required capabilities:**
 - i. The mission analysis relies heavily on the details and operational design elements (COGs, Decisive Points (DPs), supporting effects (SEs) required for DPs, phasing, etc.). Staff estimates are tailored to meet the information requirements for identification of potential solution sets.
- 1.3.4. **Sub-Step 4: Develop a COA Statement** for each identified solution set which addresses the required elements of a COA (refer to Para. 1.1 above).
- 1.3.5. **Sub-Step 5: Review command and control options.** Identify and specify the CTF component organizations required (or sub task force requirements). Refer to Part B, Chapter 2, Annex C, "*Command, Control, Coordination and Cooperation Relationships*" - MNF SOP Ver. 2.4 for various multinational C2 options.

- 1.3.6. **Sub-Step 6:** Review and/or establish the CTF AO geographic boundaries. Identify areas of influence and areas of interest.
- 1.3.7. **Sub-Step 7:** Develop a COA sketch with supportive narratives. Refer to Figure 7 for one approach for such a sketch.

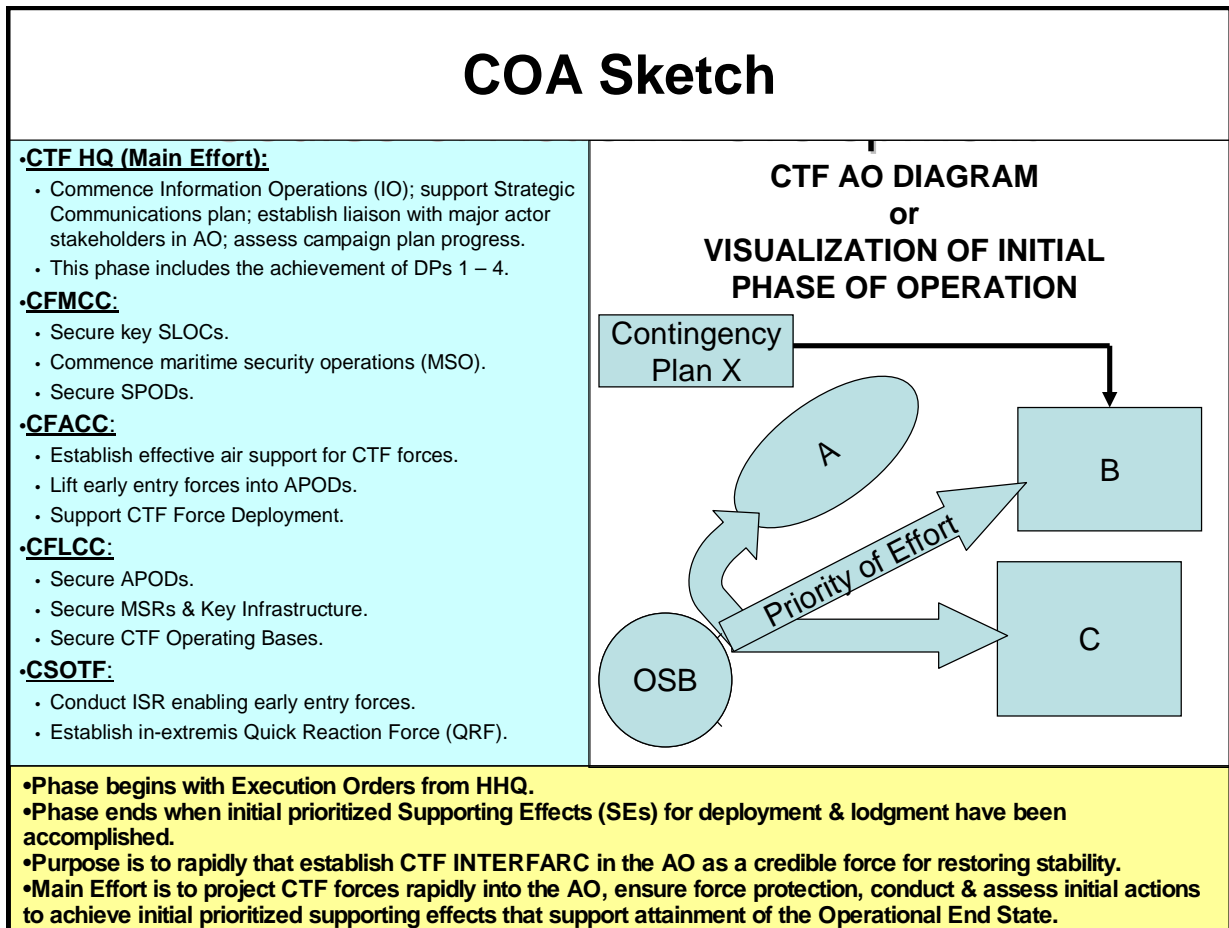


Figure 7: COA Sketch Example

1.3.8. **Sub-Step 8:** Each COA is reviewed for validity in accordance with the factors outlined in Figure 8.

COA Validity Review

A Valid Course of Action is:

- **Adequate** – Can accomplish the mission within the CCTF’s guidance.
- **Feasible** – Can accomplish the mission within the established time, space, and resource limitations.
- **Acceptable** – Must balance cost and risk with the advantage gained
- **Distinguishable** – Must be sufficiently different from the other courses of action
- **Complete** – Must incorporate:
 - Operational Objectives and tasks to be performed
 - Major capabilities required (and initial forces to support capabilities)
 - Concepts for deployment, employment, and sustainment
 - Time estimates for achieving objectives.
 - Military end state conditions and mission success criteria

Figure 8: COA Validity

1.3.9. **Sub-Step 9:** COAs are reviewed in their totality to address the solution for the identified problem and the degree which they will achieve the operational military objectives.

- i. A totality review means stepping back and objectively reviewing the total solution set in the recognition that **there will be no “one right solution” for complex problems. There will be better or worse solutions** with accompanying advantages and disadvantages.
- ii. Focus COA development **on capability requirements vice force requirements**. This ensures that CTF planning is **capabilities based** to support identification of broad requirements verses trying to identify specific force lists.

ii-i. Different COAs may outline different approaches for achieving the required capabilities.

ii-ii. Capability based planning allows for varying approaches for supporting such requirements.

1.3.10. **Sub-Step 10:** A risk analysis is made of each COA IAW with the CCTF’s intent and the expected cause and effect of each solution’s impact on the operational environment (2nd and 3rd order effects). The list of desired and undesired effects and the mission success criteria established in prior planning steps assists in this process.

1.3.11. **Sub-Step 11:** Logistic staff estimates on concepts of support and sustainability are now introduced into the planning process for each respective COA.

1.3.12. **Sub-Step 12:** Refine the COA narrative statements and sketch based upon CPG and CTF staff review. Each COA should address the following:

- i. Broad concept of operations for how the CTF command and CTF component commands will achieve the military end state conditions.

- ii. Comprehensive approach requirements for support of cooperative and coordination with other element of national power (diplomatic, informational and economic). And, with host nation(s), IHC, and other major stakeholders within the CTF AO to support attainment of Operational military objectives and military end state conditions.
- iii. Major strategic, operational, and tactical tasks to be accomplished
- iv. Capabilities required
- v. Task organization and related communications systems support concept
- vi. Broad deployment concept
- vii. Broad sustainment concept
- viii. Supporting Strategic communication concept with the supporting CTF IO campaign plan
- ix. Estimate of time required to reach mission success criteria or termination criteria
- x. Concept for maintaining a CTF reserve
- xi. Identification of potential branches and sequels (refer to Figure 9).

Branches and Sequels

Branch – a contingency option built into the basic plan. A branch is used for changing the mission, orientation, or direction of movement of a force to aid success of the operation **based on anticipated events, opportunities, or disruptions caused by threat actions and reaction. It answers the question, “What if ...?”**. A branch is normally planned within a given phase of an operation and is more immediate term in nature. The CTF C3 will normally address branch planning.

Sequel – A major operation that follows the current operation. Plans for a sequel **are based on the possible outcomes (success, stalemate, or defeat) associated with the current operation. It answers the question, “What’s next?”**. A sequel normally is planned for the next phase of operations and is more long term in nature. The CTF C5 normally addresses sequel planning

Figure 9: COA Branches and Sequels

- 1.3.13. **Sub-Step 13: Conduct a CCTF COA briefing** for approval and guidance for follow-on planning.
 - i. Prior to the CCTF briefing, prebriefing and coordination with NCEs of participating nations within the CTF command and CTF component commanders **is highly recommended** to get full support and agreement on the possible COAs for achieving the military end state conditions.
 - ii. The NCE and component briefings also supports parallel planning and potential identification of issues, problems, and refinement and adjustment actions required to optimize potential solutions. This ensures the commanders are fully involved and part of COA development.
- 1.3.14. **Sub-Step 14: Publish the approved COAs** for follow-on analysis and gaming.

STEP #4

COA ANALYSIS AND GAMING

Starting Conditions:

- > Operational design is further refined whereby a greater shared understanding of proposed solutions (COAs) are identified.
- > COAs are developed for outlining possible solutions for attainment of the military end state conditions.
- > CCTF approves and/or refines the operational design and COAs for further planning.

1. **Description:** The CCTF, NCEs of the participating nations within the CTF command, CTF staff, and CTF component commanders analyze each tentative COA separately according to the CCTF's planning guidance, CCTF's operational design and commander's intent.
2. **Aim:** This step is focused on the analysis and gaming of the potential solution sets that allow attainment of the military end state conditions. This step also provides furthering of the shared understanding / knowledge of the operational environment and the potential impacts of CTF actions upon this environment (interactive results and 2nd/3rd order effects). This step is conducted within two sub-steps.
 - 2.1. Analysis of COAs
 - 2.2. Gaming of COAs

Ending Conditions:

- > COA analysis is conducted and recorded.
- > Separate gaming of each COA is conducted and recorded.
- > CTF comparison criteria for COA comparison are established.

PROCESS

1. **Sub-Step 1 - COA Analysis.** The CCTF and CPG analyze each tentative COA separately according to the CCTF's planning guidance, CCTF's operational design and commander's intent to arrive at insights on the COAs ability to achieve the operational military objectives and military end state conditions. This analysis also provides for a better understanding of the details of each COA and operational environment factors. Below is the broad process COA analysis (this is done before, during, and after gaming actions for each COA).
 - 1.1. **Organize CPG, Red Cell and request appropriate staff estimates.** The CPG organizes for the gaming actions. A red cell is established by the C2 that will aggressively pursues / presents the threat element(s) point of view during gaming. Additionally, the selected staff estimates are requested based upon the situation.
 - 1.2. **Gather tools, data, and information.**
 - 1.3. **Conduct the analysis.** Such an analysis should reveal a number of factors including the following key factors:
 - 1.3.1. Confirmation of the Lines of Operations (LOOs), Decisive Points (DPs), and Support Effects (SEs) for each DP contained within the operational design. Note: Each respective COA may in fact modify the operational design in its depiction of how the operational military objectives are achieved. In other cases, each COA may operate within the operational design modifying only the factors within the design.
 - 1.3.2. Potential commander's decision points (not to be confused with DP – decisive points above).
 - 1.3.3. Capability adjustment and task organization adjustment.
 - 1.3.4. Critical data or information required for further analysis or for the COA as a whole in execution.
 - 1.3.5. High value actions that support mission success criteria.
 - i. High payoff cooperation and coordination actions.
 - ii. High-value / high payoff targets
 - iii. High-value objectives
 - 1.3.6. Deployment insights
 - 1.3.7. Sustainment insights
 - 1.3.8. IO insights
 - 1.3.9. Time estimates required to reach mission success criteria or termination criteria
 - 1.3.10. Insights on maintaining a CTF reserves
 - 1.3.11. Risk assessment of each COA in terms of CCTF's intent, desired and undesired effects, and overall operational environment consideration.
 - 1.3.12. Confirmation of requirement for branches and sequel. Refer to Figure 8 for definitions.
 - 1.3.13. COA advantages and disadvantages as viewed for **each separate COA alone** (do NOT base this upon comparing the COAs at this time).
 - 1.3.14. Revised CCIR recommendation.

1.3.15. Other revised operational design elements (refer to Tab b, Figure 32).

Note: The below gaming is an important concept because it provides valuable insights into the operational setting the CTF command will be executing operations within. It also furthers the shared understanding / knowledge of potential solutions to the crisis. It must be acknowledged that “gaming” may not be done in the detail as outlined below due to time constraints and/or other limitations. At the minimum, CTF planners need to conduct simple “talking through” of each COA with CTF component planners to examine the details of each proposed solution with the components that will execute the COAs.

2. **Sub-Step 2: Gaming.** Gaming is an extension of the previous analysis sub-step. It provides a means for the CCTF, NCEs from participating nations within the CTF command, CTF component commanders, and CTF staff to analyze in depth each tentative COA. This further allows for deepening their insights on each COAs effectiveness in achieving the operational military objectives.
 - 2.1. Each tentative COA should be gamed against the **most probable and/or most dangerous threat COAs** (may be an adversary [or groups of adversaries] or may be a threat to the environment as a whole within non-combat environments).
 - 2.2. Gaming is a conscious attempt to visualize the flow of the operation, given multinational force strengths and dispositions, threat capabilities, AO characteristics, and other aspects of the operational environment.
 - 2.3. Each **critical event** within a proposed COA should be gamed based upon the time available using the action, reaction, counteraction method of friendly and threat interaction.
 - 2.4. Gaming stimulates thought and ideas about the operations. It highlights tasks that are potentially important to the operation and increases familiarity with the operational level possibilities that might arise as the CTF command interacts with the operational environment.
 - 2.5. **A set of governing factors is an important output from COA gaming.** Governing factors are those aspects of the situation (or externally imposed factors) that the CCTF deems critical to mission accomplishment.
 - 2.5.1. These factors will be related to the planning elements of operational design, problem framework, operational military objectives, and to the conditions that support attainment of the CTF military end state, restated mission and commander’s intent.
 - 2.5.2. The governing factors should illuminate **these planning elements essential for mission success and provide a basis for possible refinement of COAs.**
 - 2.6. The participants that are involved within gaming are important.
 - 2.6.1. Initial gaming normally consists of CPG staff planners and CTF component commander’s planner representatives.
 - 2.6.2. The final gaming session may consist of the CCTF and CTF component commanders that build upon the initial staff gaming actions. This normally will be more of an overview analysis interjecting commander’s insights with less detailed gaming actions.
 - 2.6.3. The **red cell aggressively pursues the threat elements point of view** during the action, reaction, and counteraction (normally the C2 oversees this cell with support from subject matter experts across the CTF staff). This cell develops critical decision points relative to friendly COAs and projects adversary reactions to friendly actions.
 - 2.6.4. Staff members who were deeply involved in the COA development should participate on the friendly element side of the gaming.
 - 2.6.5. A gaming controller needs to be appointed to adjudicate and manage the process.
 - 2.6.6. Recorders need to be appointed to record the actions, reactions, and counteractions and lessons learned from each of these periods of gaming.

2.7. **Gaming Steps.** The summary of gaming steps are outlined at Figure 10.

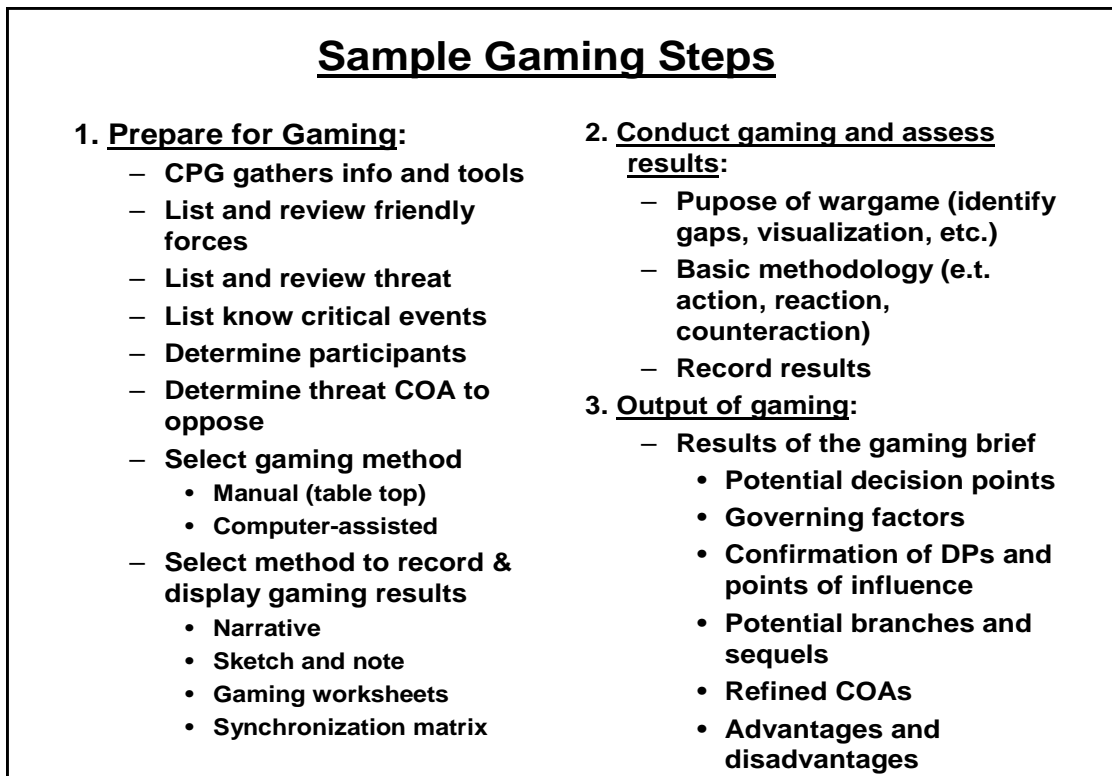


Figure 10: Gaming Steps

2.8. **Gaming Methods (manual [table top] or computer-assisted) include:**

2.8.1. Gaming Methods:

- i. Deliberate Timeline Analysis
- ii. Operational Phasing Framework
- iii. Critical Event Analysis
- iv. Combination of the Above

2.9. **Record / Display Gaming Results:** This provides a database from which to build or modify COAs, task organization, synchronize activities, adjust operational concepts, and assist in the follow-on detailed planning actions. Options include (refer to Figures 11 – 15).

2.9.1. Gaming Worksheets (constructed to identify pertinent data for given time period, phase or critical event).

2.9.2. Synchronization Matrix (allows the CPG to record results of gaming & synchronize the COA over a number of different parameters).

2.10. **All results needs identify the initial advantages / disadvantages** for each COA separately. These advantages / disadvantages will be further refined in the follow-on step.

Example Action / Reaction / Counteraction		
ACTION	REACTION /CONSEQUENCE	COUNTERACTION
1ST Priority is Provide Medical Support	Large Population W/O Shelter increases sickness	Modify CTF force flow to provide shelter and prioritize medical care

UNCLASSIFIED

Figure 11: Gaming Action / Reaction / Counteraction

Example Simplified Synchronization Matrix								
ACTOR	EVENT	COMMENT	EVENT	COMMENT	EVENT	COMMENT	EVENT	COMMENT
CTF								
CARFOR								
CNAVFOR								
CAFFOR								
CMARFOR								
CSOTF								
CPOTF								

UNCLASSIFIED

Figure 12: Gaming Simplified Synchronization Matrix

Example Synchronization Matrix				
	TIME CONTINUOUS OR SINGLE EVENT	D-DAY/ H-HOUR	D + 1	D + 2
	PROBABLE THREAT			
	DECISION POINTS			
	CRITICAL INFORMATION REQUIREMENTS			
FUNCTION AREAS	OPN MOVEMENT AND MANEUVER			
	OPN FIREPOWER			
	OPN PROTECTION			
	OPN INFORMATION			
	OPN INTEL			
	OPN SUPPORT			
COMPONENTS	ARFOR/LAND COMPONENT/CFLCC			
	MARFOR/LAND COMPONENT/CFLCC			
	NAVFOR/MARITIME/CFMCC			
	AFFOR/AIR COMPONENT/CFACC			
	CSOTF			
	OTHERS			

UNCLASSIFIED

Figure 13: Gaming another form of Synchronization Matrix

Example Analysis Worksheet								
CRITICAL EVENT:								
SEQ- UENCE NUMBER	ACTION	REACTION/ THREAT CONSE- QUENCES	COUNTER- ACTION	ASSETS	TIME	DECISION POINT	CCIR	REMARKS

UNCLASSIFIED

Figure 14: Gaming Critical Event

COA Advantages / Disadvantages	
COA 1	
Advantages	Disadvantages
<ul style="list-style-type: none"> - Rapid delivery - Meets critical needs 	<ul style="list-style-type: none"> - Rough integration of forces - Rough transition - Complex organization - Not flexible at all - Adequate force protection
Modifications <ol style="list-style-type: none"> 1. Assign national forces by sector 2. Lead nation provides comms w/robust LNOs 	
UNCLASSIFIED	

Figure 15: Gaming Final Output – Advantages / Disadvantages

2.11. **Gaming analysis.** The gaming results are analyzed in the same process used within sub-step 1 of this current planning step.

2.11.1. CCTF backbriefs can be presented formally or informally, as dictated by the situation and the degree the CCTF desires to participate in this process.

2.11.2. The viewpoints of the NCEs of the participating nations within the CTF command and the CTF component commanders' perspective on COA analysis are important to solicit either by formal or informal means.

2.12. Preparation for follow-on Comparison Step.

2.12.1. The CCTF outlines his **comparison criteria for the respective COAs** (CPG will normally draft up a recommended set of criteria for the CCTF's consideration).

2.12.2. The CCTF comparison criteria should capture the key military planning factors that will support mission success (mission success criteria and military end state conditions attainment).

STEP #5

COA COMPARISON

Starting Conditions:

- > **Workable and synchronized COAs products that meet the commander's intent and achieves the CTF military end state conditions. Each COA will have their advantages and disadvantages identified.**
- > **The CPG has received the CCTF comparison criteria for COA comparison.**

1. **Description:** The CCTF, NCEs of the participating nations within the CTF command, CTF staff, and CTF component commanders evaluate COAs **independently of each other** using a set of criteria established by the CCTF and CPG. Then the COAs are ranked and the ratings are compared against one another to arrive at a recommended COA.
2. **Aim:** This step is focused on identifying the strengths and weaknesses of COAs, ranking the COA independently based upon CCTF comparison criteria. Then the COA rankings are compared so the COA with the highest probability of success can be selected (or developed). In some cases this process may lead to the requirement for development of additional COAs or refining of COAs. This will normally require a re-gaming of these new COAs.
 - 2.1. This is NOT a scientific process or strictly an analytical process. It blends the art and science into a professional discussion on the worth of each COA.
 - 2.1.1. The CCTF's and CPG participants' professional knowledge, judgment, experience, education, intelligence, boldness, perception, and character will come to bear in COA comparison.
 - 2.1.2. Comparison is stating clearly what is the **best approach for achieving the operational military objectives and military end state conditions**. This forms the basis for the follow-on Commander's Estimate submitted to the Supported Strategic Commander and Supporting Strategic Commanders.

Ending Conditions:

- > **COAs are ranked and compared to arrive at a recommended COA.**

PROCESS

1. COA Comparison Steps:

- 1.1. CPG updates governing factors and other key required information as required.
- 1.2. Staff estimates are requested based upon any outstanding information requirement(s).
- 1.3. The initial COA advantages and disadvantages developed in the previous analysis / gaming planning step are reviewed and updated.
- 1.4. CCTF's comparison criteria (identified in the previous step) must be relevant to the major aspects of the operational design and governing factors from previous COA analysis and gaming actions. Some possible criteria might be:
 - 1.4.1. Related to Lines of Operation themes
 - 1.4.2. Related to defining aspects of either major combat, crisis response contingencies, HA/DR factors, or other non-combat missions
 - 1.4.3. Criteria relative to CCTF's Intent (military end state conditions or operational military objectives)
 - 1.4.4. Related directly to governing factors and/ or mission success criteria
 - 1.4.5. Principles of War / MOOTW
 - 1.4.6. Elements of operational design
 - 1.4.7. Joint / multinational functions (Command and Control, Maneuver, Fires, Intelligence, Force Protection, and Sustainment)
- 1.5. **Compare each COA separately against the comparison criteria (do not compare each COA against other COAs at this point in time – critical point).** This is an independent comparison process at this time.
 - 1.5.1. Each COA is ranked against the comparison criteria **separately**.
 - 1.5.2. An overall ranking is established for each COA. This is repeated for each COA.
- 1.6. **Once the COAs are ranked separately, then the COAs rankings are compared.**
 - 1.6.1. Figures 16 - 19 provide examples of comparison matrixes that can act as starting points for the various ways COA rankings can be compared. Note that the Advantage vs. Disadvantage comparison method (Figure 19) does not have the list of comparison criterion on the matrix (they will be contained in a separate CTF document)

Positive / Neutral / Negative Comparison				
Comparison Criteria	COA # 1	COA # 2	COA # 3	Remarks
Rapid Delivery	0	0	-	
Critical Needs	0	0	-	
Smooth Integration	-	+	0	
Smooth Transition	-	0	0	
Simplicity	+	0	0	
Force Protection	0	0	+	
Flexibility	-	0	+	
Totals	-2	1	0	
UNCLASSIFIED				

Figure 16: Comparison – Positive / Neutral / Negative

Unweighted Scale				
Comparison Criteria	COA # 1	COA # 2	COA # 3	Remarks
Rapid Delivery	3	3	2	
Critical Needs	3	3	2	
Smooth Integration	2	3	3	
Smooth Transition	2	3	3	
Simplicity	2	2	3	
Force Protection	2	2	3	
Flexibility	1	2	3	
Totals	15	18	19	
UNCLASSIFIED				

Figure 17: Comparison – Unweighted Scale

Weighted Criteria & Scale								
Comparison Criteria	WT.	COA # 1		COA # 2		COA # 3		Remarks
Rapid Delivery	3	3	9	3	9	2	6	
Critical Needs	2	3	6	3	6	2	4	
Smooth Integration	2	2	4	3	6	3	6	
Smooth Transition	1	2	2	3	3	3	3	
Simplicity	1	2	2	2	2	3	3	
Force Protection	1	2	2	2	2	3	3	
Flexibility	1	1	1	2	2	3	3	
			6					
Totals		15	26	18	30	19	28	
UNCLASSIFIED								

Figure 18: Comparison – Weighted Scale

Descriptive / Comparison		
COA	ADVANTAGES	DISADVANTAGES
COA 1	<ul style="list-style-type: none"> - Rapid delivery - Meets critical needs 	<ul style="list-style-type: none"> - Rough integration of forces - Rough transition - Complex organization - Not flexible at all - Adequate force protection
COA 2	<ul style="list-style-type: none"> - Rapid delivery - Meets critical needs - Smooth Integration - Smooth Transition 	<ul style="list-style-type: none"> - Complex organization - Less flexible - Adequate force protection
COA 3	<ul style="list-style-type: none"> - Smooth integration - Smooth transition - Simplest organization - Adequate force protection - Best force protection 	<ul style="list-style-type: none"> - Less rapid delivery - Does not meet all critical needs
UNCLASSIFIED		

Figure 19: Comparison – Descriptive Advantages / Disadvantages

1.7. The COA rankings are compared and the recommended COA is recorded.

1.8. **CCTF's Small Group COA Review Session.** Once the CPG has completed their COA comparisons, it is recommended that the CCTF, NCEs of contributing nations to the CTF command, and CTF component commanders review the comparison to insert their perspectives and insights. **This can be done formally or informally.** This step is optional based upon the time available and CCTF desires. **This action does NOT**

represent any approval of any recommended COA; rather, it is simply the CCTF's small group review with his subordinate multinational commander's prior to a formal COA recommendation briefing.

- 1.8.1. This allows for **subordinate commander's input on COA comparison prior to any formal briefing to the CCTF.**
 - i. It also allows the CCTF, NCEs, and CTF component commanders to **have separate sessions after the COA development, analysis, and comparison step** to allow for **frank and open discourse** on attainment of the CTF military end state conditions (e.g. commanders meetings and coordination sessions). This is a key unity of effort building block within the CTF MDMP Multinational planning process.
- 1.8.2. More importantly, having the commander's perspectives and insights prior to the COA recommendation briefing **allows for incorporating inputs from the major stakeholders within the CTF AO** relative to the recommended COA before it is formally reviewed and approved/refined by the CCTF. This supports the comprehensive approach to planning.

Comparison Note: The above comparison tools are only one approach for comparing COAs. These tools can be replaced with other techniques as the CCTF desires or the multinational situation dictates. These tools are really subjective in nature and only serve to provide a means of discussing and examining the many possible solutions to the problem framework.

It is useful to remember that in addressing complex problems (or contingencies) there really are no right or wrong solutions; there are simply "better or worse" solutions due to the complexity and interrelationships present within such situations.

The most important part of COA comparison is communications and discourse (frank, respectful, and open dialogue) among the CCTF, NCEs, CTF component commanders, governmental agencies, host nation, and the IHC. This is critical for ensuring that all perspectives, insights, and viewpoints are considered.

STEP #6

COA APPROVAL AND COMMANDER'S ESTIMATE

Starting Conditions:

- > COAs have been ranked, compared and evaluated.
- > A recommended COA has been identified.

1. **Description:** The CCTF, NCEs of the participating nations within the CTF command, CTF staff, and CTF component commanders participate in a COA recommendation briefing and following this, a completed Commander's Estimate is forwarded to the Supported Strategic Commander and Supporting Strategic Commanders. It consists of two parts:

1.1. Recommended COA briefing.

1.2. CCTF's Commander's Estimate.

These planning documents are developed by the C5 and CPG based upon CCTF decisions. The COA recommendation is based upon the results of the previous planning step. The Commander's Estimate is based upon all planning conducted to date. Once the Commander's Estimate is forwarded, it is integrated into the Supported Strategic Commander's Estimate and forwarded to the Lead Nation national authorities who then formally coordinate this estimate thru strategic consultations with international bodies and participating nations in the multinational effort.

2. **Aim:** To formally recommend to the Supported Strategic Commander and Supporting Strategic Commanders the recommended CCTF COA that has the best probability for accomplishing the operational military objectives and military end state conditions.

Ending Conditions:

- > COA recommendation briefing is conducted. CCTF selects a COA.
- > CCTF submits his Commander's Estimate to the Supported Strategic Commander and Supporting Strategic Commanders.

PROCESS

1. **Recommended COA Briefing – COA Approval.** This briefing is intended to fully outline the potential COAs and the recommended COA for achieving the operational military objectives and military end state conditions. It should also address the COA assessment and comparison providing insights on the CCTF's operational design and problem framework.
 - 1.1. The NCEs of the participating nations within the CTF command and CTF component commanders should attend this briefing.
 - 1.2. The recommended COA should:
 - 1.2.1. Support the Commander's planning guidance and intent.
 - 1.2.2. Support the attainment of the operational military objectives and military end state conditions.
 - 1.2.3. Fully recognize and operate within the operational design.
 - 1.2.4. Review and address the problem framework.
 - 1.2.5. Support the National Strategic Objectives and Strategic Military Objectives and planning guidance from the Supported Strategic Commander and the Lead Nation national authorities.
 - 1.2.6. Be adequate, feasible, acceptable, distinguishable, and complete.
 - 1.2.7. Identify required branches and sequels to provide for operational flexibility
 - 1.2.8. Address the solution using a comprehensive approach (integration of multinational participants and partners, governmental agencies, IHC, host nation, UN/UN agencies and other major stakeholders' interests and perspectives as applicable).
 - 1.2.9. Identify required forces and resources to include broad time lines required for arrival within the CTF AO. More detailed identification will occur once the COA is approved.
 - 1.3. At the end of the briefing, the CCTF will do one of the following three actions:
 - 1.3.1. Approve the COA and direct development of the Commander's Estimate.
 - 1.3.2. Direct refinements to the COA (or another COA) and direct development of the Commander's Estimate.
 - 1.3.3. Direct that additional COAs (or COA) be developed, analyzed, gamed, and compared.
 - 1.4. Briefing organization. The briefing presentation should follow the broad structure of the Commander's Estimate (refer to Part C, Chapter 5, Annex B, Appendix 3, "*Commander's Estimate Format*"). However, the detailed sequence of the briefing is fully flexible.
2. **CCTF's Commander's Estimate.** This is a formal estimate. The Commander's Estimate is forwarded to the Supported Strategic Commander and Supporting Strategic Commanders for review and approval / comment.
 - 2.1. It formally analyzes the various COAs that may be used to accomplish the assigned mission and recommends the best COA.
 - 2.2. The forces and resources will be identified to include broad time lines for their required arrival within the CTF AO. This allows the strategic planning levels above the CTF level to initiate formal coordination with participating nations on specific force requirements, force flow, and sustainability coordination.
 - 2.2.1. More detailed force and resource identification will occur once the COA is approved.

- 2.2.2. Formal force flow planning for introduction of forces into the CTF AO will also occur after COA development.
- 2.3. This estimate can provide formal recommendations as to refinements to strategic guidance and strategic military end state conditions, CTF mission, and military end state conditions (or other planning guidance or directives).
- 2.4. It is critical that this estimate integrate and include all input, perspectives, and insights of the NCEs of the participating nations, CTF component commanders, governmental agencies, IHC, host nation, UN/UN agencies and other major stakeholders within the CTF AO as applicable.
- 2.5. This estimate serves as the formal foundation for maintaining unity of effort within the CTF command and supports the shared understanding / knowledge of the recommended COA that will ensure attainment of the military end state conditions.
- 2.6. Refer to Part C, Chapter 5, Annex B, Appendix 3, "*Commander's Estimate Format*" – MNF SOP Ver. 2.4 for a starting point for this estimate. This format can be adjusted to meet specific Lead Nation planning formats as required by a specific situation.

STEP #7

PLAN / ORDER DEVELOPMENT

Starting Conditions:

- > CCTF has submitted his Commander's Estimate containing the recommended COA.
- > COA has been approved, refined, or another COA is designated by the Supported Strategic Commander.

1. **Description:** The CCTF, NCEs of the participating nations within the CTF command, CTF staff, and CTF component commanders participate in the development of a plan and/or order based upon an approved COA from the Supported Strategic Commander. This consists of the following major sub-steps.
 - 1.1. Development of the detailed concept of operations and the main part of the plan or order.
 - 1.2. Development of the supporting plans / annexes.
 - 1.3. Conduct of a Rehearsal of Concept (ROC) Drill to exercise and refine the plan or order.
 - 1.4. Forwarding of a plan or order to the Supported Strategic Commander and Supporting Strategic Commanders for review and approval.
2. **Aim:** To prepare a plan and/or order based upon the approved COA, strategic military objectives and guidance, CCTF mission, intent and CCTF's operational design that will support attainment of the operational military objectives and the military end state conditions.

Ending Conditions:

- > CTF operations plan or order is prepared.
- > CTF operations plan or order is forwarded to the Supported Strategic Commander and Supporting Strategic Commanders for review and approval.

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PROCESS

1. **Overall process note.** This step focuses on development of:
 - 1.1. An operational **plan** (OPLAN) that is **ready for execution** (but is not time sensitive and not focused on immediate execution) and requires approval by higher headquarters.
 - 1.2. Or, it can be focused upon an operations **order** (OPORD) **that is an execution order** (time sensitive) and requires approval and **an execute order (EXORD)** by higher headquarters.
2. **Sub-Step #1: Detailed Concept of Operations Development:** The CCTF and CTF staff, in collaboration with the CTF component commanders and supporting commands will develop a concept of operations (referred to as CONOPS) based upon the approved COA. The CONOPS is the central unifying planning concept within an OPLAN or OPORD (coupled with the mission and CCTF's intent).
 - 2.1. The CONOPS clearly and concisely expresses what the CCTF intends to accomplish and how it will be done using available resources. Operational design planning elements that were used within previous planning steps assists in this development process (refer to Tab B. Figure 23).
 - 2.2. The CONOPS should address the following:
 - 2.2.1. Outlines the CCTF's intent.
 - 2.2.2. Actions of the CTF components and supporting organizations, and how they will be integrated, synchronized, and phased to accomplish the mission.
 - 2.2.3. Describes the central approach the CCTF intends to take to accomplish the mission.
 - 2.2.4. Provides for the application, sequencing, synchronization, and integration of forces and capabilities in time, space, and purpose.
 - 2.2.5. Addresses friendly and threat strategic and operational COGs and their associated vulnerabilities (how we protect ours and how we attack/weaken/diminish threat vulnerabilities). Note that threats can be adversarial (combat) or situational threats (non-combat).
 - 2.2.6. Actions to control the tempo of the operation.
 - 2.2.7. Relates the operational military objectives, lines of operations, decision points, and supporting effects for the decision points to those of the Supported Strategic Commander.
 - 2.2.8. Is firmly based upon the comprehensive approach for integration of governmental agencies, host nation, IHC, UN/UN agencies and other major stakeholders within the CTF AO.
 - 2.3. The CONOPS is developed in sufficient detail with supporting graphics so that the CTF component commanders understand their mission, tasks, and other requirements and can develop their supporting plans respectively.
 - 2.4. During CONOPS development, the CCTF determines the best arrangement of simultaneous and sequential actions / activities required for mission accomplishment. **This arrangement of actions dictates the sequencing of forces into the CTF AO and links the CONOPS to follow-on force planning.**
 - 2.5. The CPG develops the recommended CONOPS with support of the CTF staff and staff estimates as required. The CPG manages the coordination of the CONOPS with the CTF command and outside the CTF command thru the CTF Multinational Coordination Center (MNCC) and the Civil Military Operations Center (CMOC). Refer to Part B, Chapter 2, Annex C, "*Multinational Headquarters Organization*" – MNF SOP Ver. 2.4 for details on MNCC and CMOC.
 - 2.6. A small group briefing is presented to the CCTF for approval of the CONOPS. Note – this may not be required in some situations due to the personal involvement of the CCTF during CONOPS development.

3. **Sub-Step #2 – Detailed Plans / Orders / Supporting Annexes / Development.** In this step the CCTF will publish a Planning Order (PLANORD) or similar planning directive to guide/assist the planning activities of the CTF command and agencies involved. Refer to Part C, Chapter 5, Annex B, Appendix 4, “*Planning Order Format*” – MNF SOP Ver. 2.4.
 - 3.1. CPG is the focal and coordination point for management of the CTF level supporting annexes and plans/orders. Liaison teams to the CPG from the CTF components are critical for this process.
 - 3.2. Refer to Part C, Chapter 5, Annex B, Appendix 6, “*OPORD Format*” and Appendix 6A, “*OPLAN / OPORD Annex Template*” – MNF SOP Ver. 2.4 for details on the OPORD format and supporting Annex templates. This is a starting point for these documents. The formats can be refined / adapted to meet the planning needs for specific situational requirements.
 - 3.3. During this sub-step the identification of **tasks to CTF component commands and coordinating instructions common to all** are a key part of the plan/order. CTF component commander involvement is essential in this identification process to capture the right force and deployment requirements, correct operational terms/missions, and synchronization of components actions for such tactical missions.
4. **Sub-Step #3: Conduct Rehearsal of Concept (ROC) Drill.** A ROC drill is an informal review and gaming / brief back of the OPLAN / OPORD. It uses the CONOPS as the central basis for these reviews and will include the NCEs for the participating nations within the CTF command and the CTF component commanders. This can be a staff or commander driven process (or both).
 - 4.1. ROC drill is used to exercise and refine the plan or order.
 - 4.2. This drill assists in identifying risk, confirming lines of operation, decisive points, supporting effects for decisive point attainment, commander’s decision points and synchronizing actions among the CTF components and CTF headquarters.
 - 4.3. Such drills link the strategic objectives, operational military objectives and military end state conditions with the tactical level execution tasks (end, ways, and means).
 - 4.4. It also promotes furthering of unity of effort and the shared understanding / knowledge of the operational design and problem framework throughout the CTF command (the backdrop for all planning and execution).
 - 4.5. A red team can be used if desired, similar to the COA gaming step.
5. **Sub-Step #4: Forwarding of plans/orders to the Supported Strategic Commander for review and approval.**
 - 5.1. The CCTF forwards the completed OPLAN / OPORD to the Supported Strategic Commander and Supporting Strategic Commanders for review.
 - 5.1.1. Some work may be required before approval is granted. The CCTF and CTF staff must be ready to answer any concerns / issues that national governments may have.
 - 5.1.2. Ongoing parallel planning efforts with the strategic levels during the CTF OPLAN / OPORD development process will prevent the majority of issues that might arise between the operational & strategic levels.
 - 5.2. Plans are reviewed IAW the following criteria:
 - 5.2.1. Adequacy – accomplishes the mission, complies with planning guidance, and attains the military end state conditions.
 - 5.2.2. Feasibility – can be accomplished using available resources within time limitations.
 - 5.2.3. Acceptability – plan is proportional and worth the expected costs.
 - 5.2.4. Completeness – incorporates all assigned tasks.
 - 5.2.5. Compliance with multinational strategic guidance – IAW strategic aims / guidelines.

STEP #8

EXECUTION, ASSESSMENT, AND FOLLOW-ON ADAPTATION

Starting Conditions:

- > CTF plan or order is approved.
- > Supported Strategic Commander has issued an execute order (EXORD).

1. **Description:** This step begins when the Lead Nation national authorities determine that military action is required based upon strategic consultation and coordination with participating nations, and with applicable international organizations (UN, regional organizations, etc.). The National Strategic level and Supported Strategic Commander has issued an EXORD. This step focuses on the execution, assessment, and follow-on adaptation of CTF military actions. This step has the following major sub-steps.
 - 1.1. CTF Execute Order (EXORD) published.
 - 1.2. Assessment of execution actions and operational environment.
 - 1.3. Planning during execution.
2. **Aim:** Execute, assess, and adapt.

Ending Conditions:

- > In practice, there are no ending conditions for this step. This is a continual “execution, assessment, and adaptation” cycle of “learning during execution” and “adapting to the every-changing operational setting” to achieve the assigned mission.
- > The overall CTF MDMP Multinational planning process is completed once the Military End State Conditions are achieved and the National Strategic and Supported Strategic Commander direct the cessation of military operations.

PROCESS

1. **Sub-Step 1 - Execute Order (EXORD) is published, operational synchronization is conducted, and execution of operations commences.**
 - 1.1. The Supported Strategic Commander issues an EXORD based upon an EXORD from the Lead Nation National Strategic level.
 - 1.2. The CTF OPLAN/OPORD is updated and revised as required by higher headquarters guidance and the approved COA.
 - 1.3. CTF component commands finalize their plans.
 - 1.4. CTF component plans are synchronized with the CTF plan and appropriate plans briefings are conducted.
 - 1.4.1. **CCTF and CTF staff coordination** with the CTF components continues. Focused coordination is conducted during this step in the planning process to synchronize efforts and operations.
 - i. **Crosswalks.** The staffs may conduct a comparison of the CTF Hqs. plan with those of the CTF components in what is sometimes called an orders crosswalk. Each portion of the order is cross-walked with other parts of the order and with the components' orders to ensure consistency.
 - ii. **CTF Component Briefs.** There usually are two types of briefs.
 - ii-i. **Initial Brief.** This is component brief to the CTF Hqs. that occurs immediately after the issuance of a plan or order to ensure subordinate component planners understand the plan (e.g., "Tell me what I told you").
 - ii-ii. **Backbriefs by Subordinate Commanders.** This form of brief is used to allow subordinate commands to back brief how they will accomplish the mission/tasks assigned to them (their respective OPLANs/OPORDs). This also is referred to as a component plans briefing.
 - 1.4.2. **Modify the Plan.** If changes are required to the plan, prepare and issue the following.
 - i. If an OPLAN is present then it is transformed into an OPORD and issued.
 - ii. If an OPORD has been issued, then a change is required a fragmentary order (FRAGO) to the OPORD (FRAGO 1, FRAGO 2, and so on).
 - 1.5. Conduct rehearsals as time permits.
2. **Sub-Step 2: Assessment of execution actions.** This a fundamental building block for the CTF planning process to support its evolution of learning, adapting, and maturing of CTF actions during execution. This is the vital linkage between planning and execution. It allows for the continual cycle of planning within the CTF command. Refer to Part B, Chapter 2, Annex B, Appendix 4, Tab B: "*CTF Assessment of Operations*" – MNF SOP Ver. 2.4 for the details of the CTF assessment processes. Below is a summary of assessment process.
 - 2.1. The CTF assessment process is the basis for **how the CCTF and CTF command learns during execution** about the problem framework, operational design (operational environment) and the impact the CTF execution actions upon the operational environment over time and **then adapts** to properly respond to the ever-changing situation.
 - 2.2. This assessment process is NOT a scientific approach to planning. Rather, it is framework to support the decision making of the CCTF and CTF component commanders and attempts to measure if we are doing the "right things" and, in turn, are "doing things right" (refer to Figure 20).
 - 2.3. It must be stressed that this assessment process only informs the CCTF's decision making process. **It is NOT a substitute for the CCTF's intuition, experience, and judgment** (refer to Tab B, Figure 24 for the commander's decision cycle and integration of assessment actions).

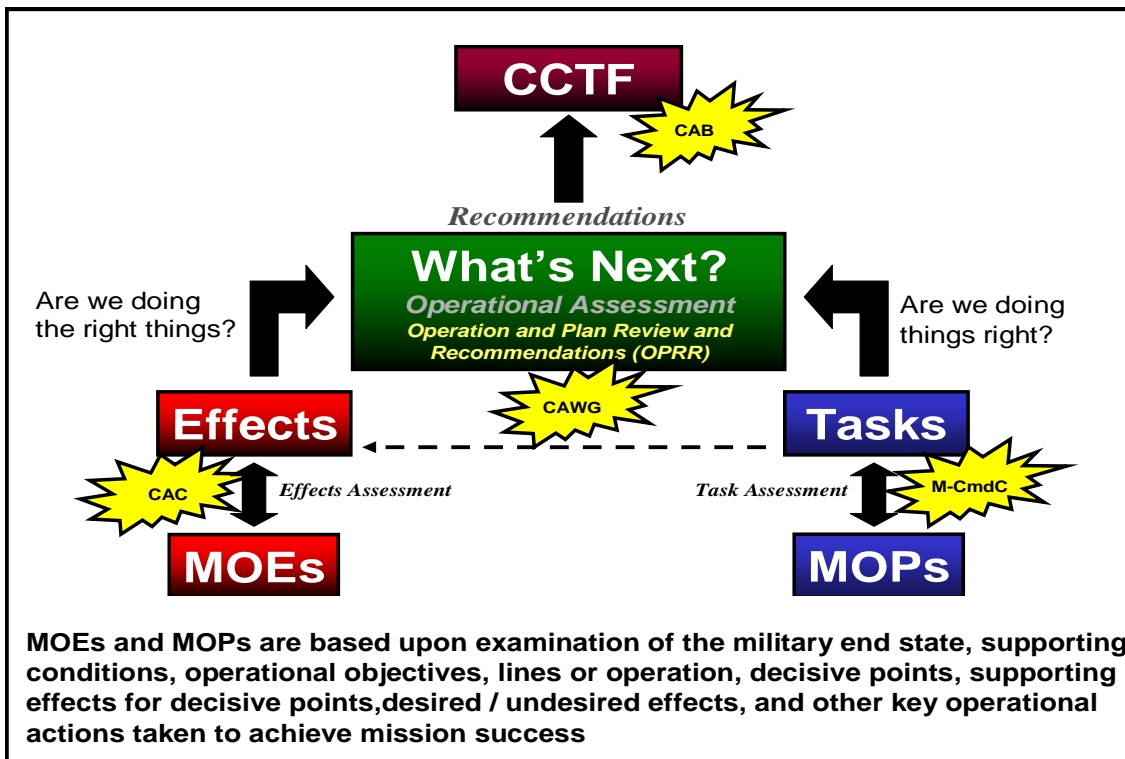


Figure 20: CTF Assessment Process

2.4. The CTF assessment process focuses on two broad areas: task assessment and effects assessment (sometimes referred to as condition assessment by some planners). Refer to Figure 1.

2.4.1. **Measures of Performance (MOP):** MOP measures assesses **if tasks are being executed** IAW MOP criteria. A task is a discreet event or action that enables a mission or function to be accomplished.

i. The Multinational Force Command Center (M-CmdC) initially monitors task analysis. Then forwards this execution status to the Coalition / Combined Assessment Cell (CAC) – refer to Figure 20.

2.4.2. **Measures of Effectiveness (MOE):** MOE assesses **if the desired conditions are being achieved** for military end state conditions, operational military objectives, decisive points, supporting effects for decisive point attainment, identified desired and undesired effects at the operational level, and other key operational actions taken to achieve mission success. An effect is the physical or behavioral state of a system that results from an action, a set of actions, or another effect.

2.5. **CAC.** This is the primary organization which supports the CTF headquarters' assessment process. CTF component commands may use a similar organization in their planning processes to support parallel functioning of the CTF command's assessment process. This organization can be a sub-organization of the CPG or be a separate organization. The C5, C3 or even the COS can be the senior leader with overall responsibility for the CAC operation. CAC organization and functioning within the CTF headquarters is intended to be flexible to meet the CCTF desires and requirements.

2.5.1. The CAC reviews the MOE indicators, assesses them as they relate to specific MOEs, determines the current status of effects attainment, and produces an effects summary.

2.5.2. In addition to MOE assessment, the CAC also considers other relevant intelligence/information that may fall outside the scope of the applicable MOEs, but which directly impacts on effects(s) attainment.

3. Sub-Step 3: Planning during execution. The CTF planning process is NOT a one time linear process. **It focuses on a circular and iterative process that is continuous in nature as the CTF command adapts to the operational environment during execution.** To support this process the CTF headquarters uses the "PLANS, FOPS, and COPS" organizational framework. This is summarized in the below paragraphs and is visualized at Figure 21.

- 3.1. **PLANS.** The C5 focuses on **future plans**, normally referred to as PLANS. The timeframe for this effort and focus is longer term, but varies according to the situation and CCTF requirements. Normally, the emphasis of PLANS is on the next phase of operations, **sequels**, or phases of operations (next major operation) The C5 CPG normally carries out the PLANS functions.
- 3.2. **FOPS.** The C3 focuses on **future operations** or more near term planning, and is referred to as FOPS. The timeframe for this effort and focus normally is normally 5 days and less than 15 days as a guide, but again this time frame can vary according to the situation and CCTF requirements. FOPS focuses on the next major action (verses major operation) and prepares **branches** to current operations (or to the current phase).
- 3.3. **COPS.** The C3 focuses on current operations (referred to as COPS) addressing the immediate or very near term planning issues associated with ongoing operations (four days or less as a start point). COPS will normally operate out of the M-CmdC and **is a sub-organization of this multinational command center.**

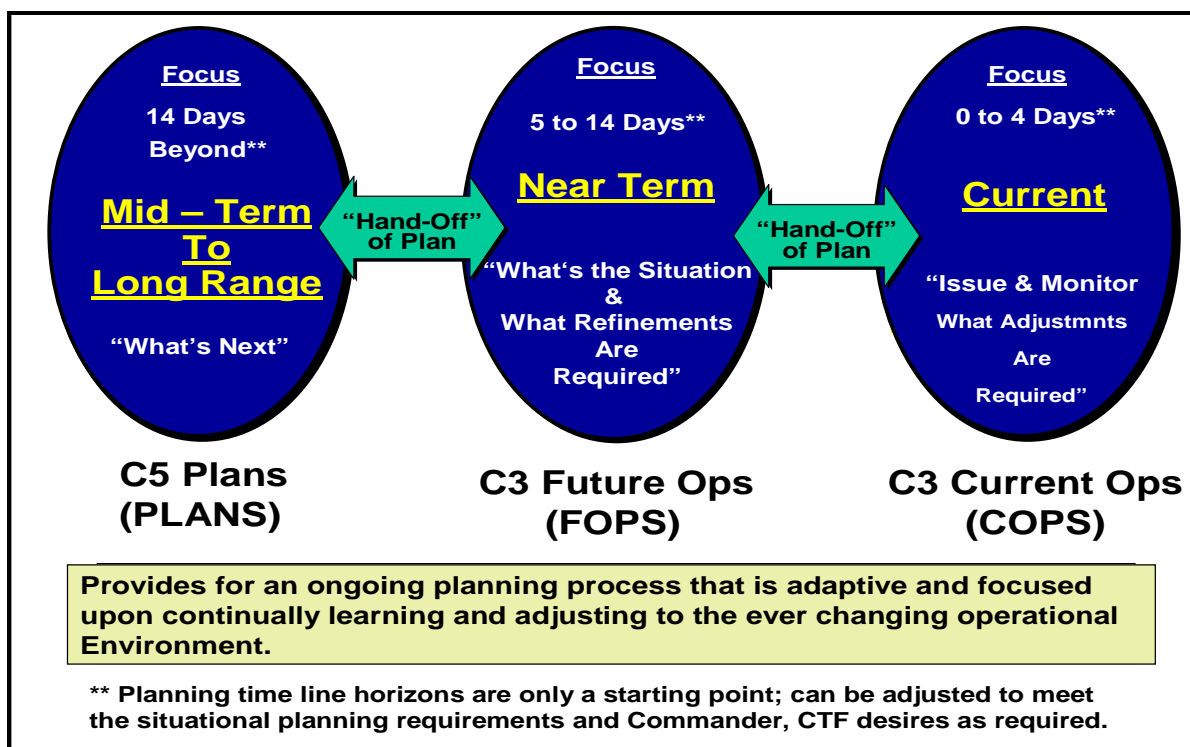


Figure 21: CTF Planning Organizations

- 3.4. Refer to Part C, Chapter 5, Annex A, “*CTF C5 Plans (PLANS)*”, for details on PLANS. Refer to Part C, Chapter 3, Annex B, “*Current Operations*” and Annex C, “*Future Operations (FOPS)*”, for details on COPS and FOPS, MNF SOP Ver. 2.4.

Achievement of military end state conditions. The CTF planning process is completed for a given operation once: (1) The military end state conditions have been achieved; (2) Transition of operations is conducted with the host nation (or another multinational command or international organization such as the UN – UN led operation); and, (3) Redeployment of CTF forces have been completed. **Termination of operations can occur during any of the MDMP-M planning steps.**

> **Termination Criteria.** The operational design element of termination is used for determining if the military end state conditions have been achieved. Termination criteria will normally closely parallel the military end state conditions but **will be more situationally oriented in sufficient detail to support end state condition achievement.**

> **Multinational Guidance.** It is possible that military action may be ended before the military end state conditions have been achieved due to political / diplomatic considerations and guidance. Planners simply must be flexible and maintain close / continuous coordination with the Supported Strategic Commander and with NCEs representing nations within the CTF command.

TAB A to MDMP-M

COMMANDER'S APPRECIATION PROCESS

1. **Commander's Appreciation Process.** This process consists of **two planning components** and is an **ongoing central process that is continually revisited** within each MDMP-M planning step. During execution of CTF operations, this central process supports **learning during execution** and **adaptation** to an ever changing situation as the CTF command interacts with the operational environment.

2. Component 1: Situational Update (OIPE) and Commander's Situational Assessment:

2.1. The C2, C3, C5 PLANS, C5 POLICY, C7, & POLAD develop the OIPE (this is not just a C2 only action).

2.2. Strategic guidance initial review of following two areas:

2.2.1. The essential strategic guidance from the Lead Nation National Strategic level and Supported Strategic Commander (theater strategic) is reviewed (ref: Part B, Chapter1, Annex A, "*Strategic Factors*").

2.2.2. National Strategic and Supported Strategic Commander (theater strategic) planning guidance factors provided to the CCTF (refer to Figure 1 within Step 1: *Initiation and Scoping step*).

2.3. Situational review session of the OIPE is presented to the CCTF and scoping group.

2.3.1. CCTF analyzes and assesses the situation.

2.4. The OIPE and review should cover at the minimum the six areas outlined below.

2.4.1. **Area 1:** Political, military, economic, social, information, infrastructure, physical, and time (PMESII-PT) of the operational environment. Within this review, a historical background on pertinent areas is key.

2.4.2. **Area 2:** Geographical, terrain, climate and weather factors existing and projected based upon historical reviews.

2.4.3. **Area 3:** Threat outlines which will most likely **go beyond the normal enemy perspective of past planning processes**. Adversary forces, neutral forces and other environment threats need to be outlined. If there are adversarial force threats, then their center of gravity (COG) should be identified (strategic, operational, and tactical). Background history, motivations, capabilities, and the most likely and most dangerous COAs for threats should be addressed. In complex situation there may be multiple adversarial threats.

At the broad levels, the threat environment needs to be identified in terms of the three possible threat situations:

> **Permissive Environment:** Operational environment in which host country military and law enforcement agencies have control as well as the intent and capability to assist operations that a unit intends to conduct.

> **Uncertain Environment:** Operational environment in which host government forces, whether opposed to or receptive to operation that a unit intends to conduct, do not have totally effective control of the territory and population in the intended operational area.

> **Hostile Environment:** Operational environment in which hostile forces have control as well as the intent and capability to effectively oppose or react to the operations a unit intends to conduct.

Note: COG analysis may not be applicable for all threat situations; this is a situational factor that the CCTF and planning staff determines. Example: HA/DR or NEO mission may not need a COG analysis approach.

2.4.4. **Area 4:** Interests & positions of Regional organizations (e.g. ASEAN, ARF, etc.), nations in the CTF AO, and the International Humanitarian Community (IHC – International Organizations (IOs); Nongovernmental Organizations (NGOs); and the International Committee of the Red Cross (ICRC) –

International Federation of Red Cross (IFRC) – and National Red Cross and Red Crescent Societies; and UN and UN agencies/programs).

2.4.5. **Area 5:** The primary Actor / Stakeholders within the CTF AO are identified within a Matrix approach that lists roles, missions, agenda(s), objectives strategic/military, civilian aims.

2.4.6. **Area 6:** Initial problem framework identification for the crisis is developed. This includes supporting outlines and data bases for the historical and background causes that has led up to the situation.

3. **Component 2 - Commander's Framing of the Problem.** This process is a commander driven **cognitive** process. Much of the information requirements for framing of the problem will come out of the OIPE assessment. This will be coupled with the Lead Nation National Strategic, Theater Strategic planning guidance and the commander's judgments and analysis.
- 3.1. **Overview:** This process focuses on the CCTF's framing of the problem to support follow-on operational design development, mission analysis and course of action development.
- 3.1.1. Problem framing is an ongoing process within MDMP-M for **identification of the problem that prevents the CTF command from realizing its assigned military end state conditions.**
- 3.1.2. **Problem framing requires the CCTF to inquire into the nature or character** of the problem framework factors – friendly, opposing, and the larger environmental that define the situation into which the CTF command will be operating within.
- 3.1.3. Problem framing **will set the conditions for learning during execution** as the CTF command interacts with the operational environment.
- i. It has to be assumed that the CCTF and staff (or Supported Strategic Commander) **will NOT be able to fully understand all aspects of the problem framework before beginning operations.**
- ii. Initial framing of the problem establishes **only a starting hypothesis and a baseline for learning about the problem as the CTF command engages with the complex operational environment.** It sets the parameters for reframing – readjusting the commander's understanding of the problem as the situation changes over time and learning / understanding expands.
- 3.1.4. The key planning product that comes out of problem framing is a written problem statement that outlines the **problem that must be addressed in order to achieve the military end state conditions** that is assigned to the CTF commander.
- 3.2. **Problem Framing Steps:** Refer to Figure 21. It must be stressed that **this is a start point for this process.** Commanders may add or subtract from the below steps or completely revise how they approach framing the problem.

Framing of the Problem

- Establish the strategic context
- Combine strategic guidance within the context
- Describe the systemic nature of the problems(s) to be solve
- Determine strategic trends
- Identify gaps in knowledge
- Establish assumptions about the problem
- Identify the operational problem preventing attainment of the CTF military end states
- Review the assigned mission statement from higher headquarters (Supported Strategic Cdr) – identify the initial CTF restated mission based upon the problem
- Obtain approval of the problem and “initial” restated mission statement

Figure 22: Problem Framing Steps

3.2.1. **Step 1: Establish the Strategic Context.** Given the OIPE assessment and CCTF strategic guidance review (refer to preceding paragraph above) establish the strategic context using the following considerations:

- i. What are the essential strategic guidance elements? Are they complete? What is missing?
- ii. What is the history of the problem? What is its genesis?
- iii. Who are the parties interested in the problem and what are the implications of likely outcomes?
- iv. What caused the problem to come to the forefront within the crisis?
- v. Why is this emerging problem important to the nation’s strategic leaders? **Determine how they “see” the problem:**
 - v-i. Are national interests and ideals at stake?
 - v-ii. What are the domestic political considerations for taking action?
 - v-iii. What are the economic considerations for action?
 - v-iv. Are there treaty obligations that require or block the ability to act?

3.2.2. **Step 2: Combine Strategic Guidance within the Context.** This allows the CCTF to generate discussions with the national command elements (NCE) within the CTF command and the Supported Strategic Commander, and other strategic leaders involved within the crisis (military and civil-military) regarding strategic guidance. With this, the logical boundaries for the problem can be related to the national strategic end state conditions and military end state conditions (and resulting national strategic objectives from the national strategic level). Refer to Figure 1 for the guidance that should be present from the national strategic and theater strategic levels planning echelons.

- i. Determine the Supported Strategic Commander’s (theater strategic level) **purpose** for assigning the military end state conditions and strategic military objectives to the command. This stresses the need to discuss guidance he has received with his superiors.

- ii. Determine **how** the essential strategic guidance, national strategic objectives and the strategic military objectives relate to established policy;
 - ii-i. Do the currently tasked strategic objectives vary with previously established policy and objectives? If so, why?
 - ii-ii. What are the points of tension between any identified variances?
 - ii-iii. What policy objectives or statements serve as potential limitations to meeting current strategic guidance (national and/or theater)?
 - iii. Determine if guidance or established policy limits the CTF command to act. Are there authorities, new or expanded, we should seek to exceed current limitations?
 - iv. Determine the expected outcomes in terms of time and resources (at broad levels)?
- 3.2.3. **Step 3: Describe the Systemic Nature of the Problem(s) to be Solved.** A systemic nature is focused on **understanding / influencing** the nature of behavior and relationships of the problem. This description includes understanding the nature of the adversaries, friendly forces, and the environment in which the CTF operations will occur. This requires identifying the major actors and stakeholders and their relationships within which the problem(s) and how they are influenced.
- i. A product out of this step is **a commander’s narrative that explains the problem that must be addressed to achieve the military end state conditions that is assigned to the CTF commander.** Again this may be very rough and require extensive modification as time goes on (follow-on planning and execution commences). However, starting a dialogue and formal record of the “problem that prevents attainment of the military end state conditions” is critical at the start of the CTF planning process.
 - i-i. Should include factors, the primary actor / stakeholders and relationships bearing on the problem.
 - i-i-i. Friendly forces, organizations, and entities
 - i-i-ii. Adversaries and opposition forces / entities
 - i-i-iii. Neutrals – both with and without interests relative to problem at hand
 - i-i-iv. Unknowns – clear interests and influence but intentions are unknown
 - i-i-v. Define the interests and strategies of each primary actor / stakeholder (refer to the OIPE Actor / Stakeholder Matrix as a base start point for this – refer to previous paragraph). Identify systems interrelationships (prescriptive cause and effect) and the systemic components (understanding / influencing nature of behavior and relationships) within each primary actor/stakeholder. Stated another way, understanding how the actor/stakeholder operates, sustains, and leads/ manages their actions, and, in turn, interrelates with the other actors / stakeholders.
- 3.2.4. **Step 4: Determine Strategic Trends.** What is the expected trending that things are expected to evolve over time? What are the possible “futures” that could unfold based on current understanding? How will it evolve without intervention, what trends are favorable, and what ones are unfavorable?
- i. What trends should the CTF command reinforce?
 - ii. What trends should the CTF command stabilize?
 - iii. What trends should the CTF command reverse, redirect, or transform?
- 3.2.5. **Step 5: Identify Gaps in Knowledge.** Based upon the OIPE and framing of the problem, what does the CCTF NOT KNOW but should know in order to understand the operational problem more fully and for directing operations effectively.

- 3.2.6. **Step 6: Establish Assumptions about the Problem Framework.** Based on gaps, establish assumptions in order to bound and structure the problem to allow for follow-on planning (CRITICAL NOTE: Not all facts will be known at the start of the planning process and, as such, assumptions have to be made to support follow on planning. As execution and follow-planning is initiated, the goal is reduce all assumptions to a factual basis (either are correct or are false). Contingency plans need to be in place in case major assumptions turn out to be false).
- 3.2.7. **Step 7: Identify the Problem Framework.** Based upon a synthesis/combination of previous steps identify the critical factors for the problem framework **that need to be transformed** in order to satisfy strategic and military end state conditions, strategic national objectives, and strategic military objectives,
- 3.2.8. **Step 8: Review the Assigned Mission Statement from higher headquarters (Supported Strategic Cdr).** With the backdrop of framing the problem (insights from the previous steps) review the mission statement from the Supported Strategic Commander. Based upon this review develop the **initial restated mission** for the follow-on mission analysis step (will be revisited during the Mission Analysis step).
- i. The CCTF commander may determine some central factors may be missing in the mission statement from the Supported Strategic Commander. This needs to be identified prior to initiation of the Mission Analysis step.
 - ii. Additionally, the military end state conditions for the CTF operation may require fine tuning or refinement necessitating communications / dialogue with the Supported Strategic Commander.
 - iii. This sets the basis for ongoing discussions / dialogue between the CCTF and Supported Strategic Commander relative to strategic guidance and the CTF mission statement.

Step 9: Obtain Approval of the Problem and initial Restated Mission Statement. This can be formal or informal. However, the CCTF should discuss the CTF's restated mission based upon the Commanders Appreciation process (OIPE and problem framing) with the Supported Strategic Commander prior to mission analysis.

TAB B to MDMP-M

OPERATIONAL DESIGN DEVELOPMENT

1. **Operational Design Development.** Operational Design is the conception and construction of the framework that underpins a campaign or major operation plan and its subsequent execution.

1.1. Provides the structure for detailed COA development.

1.2. Provides a cognitive approach for addressing the key factors that support attainment of CTF military end state conditions.

1.3. Provides for a shared understanding of the operational setting within the CTF command and with major actors / stakeholders.

2. **Operational Design Elements.** Operational Design is developed using the Operational Design elements (refer to Figure 23),

3. **Commander's Decision Cycle – Learning / Refining / Adaptation of Operational Design.** The operational design is the central factor by which the commander bases situational learning upon and, in turn, makes informed decisions relative execution actions for attainment of the military end state conditions (refer to Figure 24).

4. **Operational Design.** Outlined below are the 8 elements that support an operational design:

4.1. **Commander's Narrative Description.** This is an essential part of the operational design that ties all of the commander's thoughts, analysis, and judgment into a cohesive narrative of the shared understanding / knowledge of the operational setting. This **narrative should be based upon clear dialogue and discourse between the CCTF and the respective key stakeholders within the CTF AO.** This is NOT a formal planning document or intent statement; rather, it is **a supportive tool within the planning process.** Refer to Example 1 and 2 at the end of this Tab for examples of this narrative and supporting visualization using operational design elements.

4.2. **Commanders Visualization of the Design Framework.** This supports the Commander's Narrative Description above and serves as a starting point for COA development. During COA development, analysis, and comparison the operational design may change and be refined. Different COAs may actually present different design frameworks. There is NO template for such visualizations. **It is a commander's choice for how he communicates his operations design using the operational design elements.** Refer to Example 1 and 2 at the end of this Tab for examples of this visualization and narrative.

4.3. **Military end state conditions**

4.4. **Operational military objectives that support attainment of end state conditions**

4.5. **Supporting effects which support Operational military objective attainment**

4.6. **Problem framework identification and problem statement narrative**

4.7. **Restated mission / Mission Success Criteria**

4.8. **Commander's intent**

Note: During the Mission Analysis step the Operational Design is developed further to support COA Development (refer to Example 1 and 2 to this Tab on following pages).

Operational Design Elements

- Termination Criteria
- End State and Objectives
- Effects
- Center of Gravity
- Decisive Points
- Direct versus Indirect
- Lines of Operation
- Operational Reach
- Simultaneity and Depth
- Forces and Function
- Arranging Operations
 - Force Flow
 - Sustainment Function
 - Phases
 - Branches and Sequels
 - Operational Pause
- Synergy
- Balance
- Anticipation
- Leverage

Figure 23: Operational Design Elements

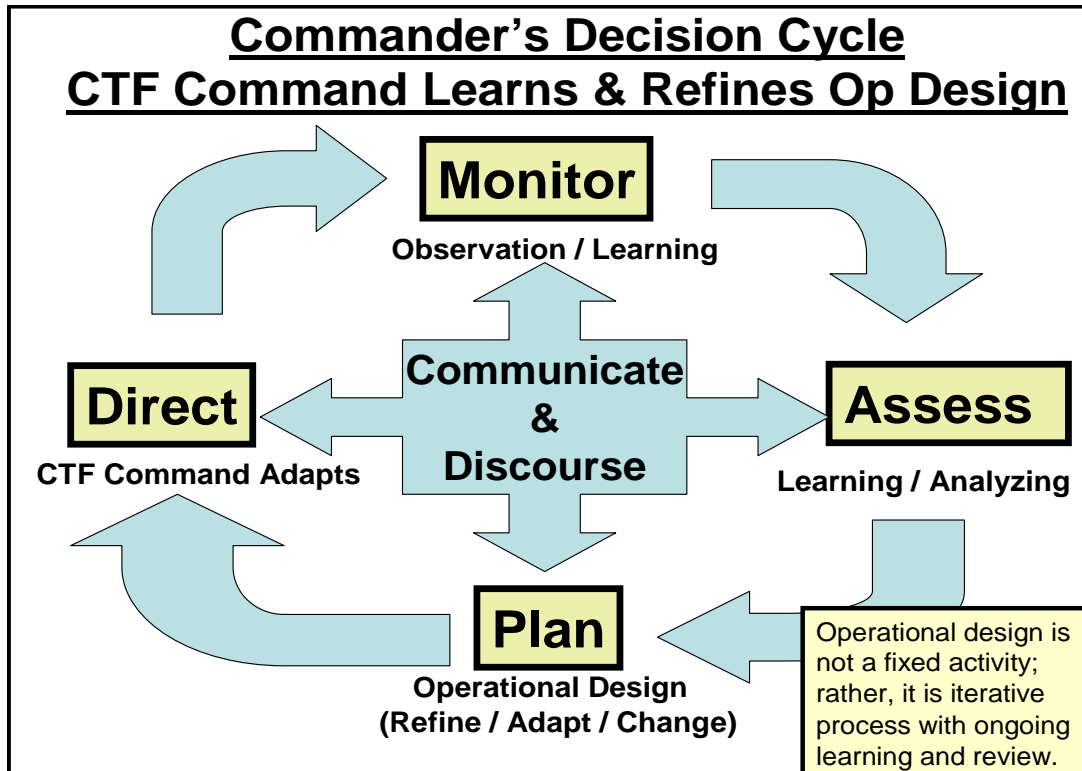


Figure 24: Commander's Decision Cycle

(Operational Design examples are presented in the following pages)

Example 1 - Commander's Narrative and Visualization Diagram for Operational Design – Combat Ops: This example shows the level of Operational Design development that would most likely be achieved at the end of Mission Analysis and before initiation of COA development.

Within our current planning process for OPERATION BLUE, our CTF military end state conditions are:

“(1) The national military forces of Nation 1 can maintain security within their country with only supportive actions by multinational or UN forces; (2) The former regime elements are converted to neutral or supportive elements of the new government;; and (3) the foreign insurgents are destroyed”

Let's keep this operation focused. As I see it there are two major Lines of Operation that are supportive of our military end state conditions. The first is '*Diminish Support to the Insurgency*' and the second is '*Neutralize the Bad Actors*' (see visualization diagram). I see these as being of equal priority and may have possible C2 implications.

> Our first LOO is focused on the Western areas of the nation (population centers and ports along the coastal areas) where the friendly strategic COG is primarily based (*Nation's 1 ability to govern and provide a secure environment with former regime elements being supportive or neutral to the new government*). If we can secure the local environment, reduce tribal violence (area and resource disputes) and restore civil law and order reducing the criminal actions to manageable actions by local civilian forces – then we can strengthen this COG and the supportive economic growth and creation of jobs factors. This will underscore the supporting functions within LOO 1 (Promotion of Governance, Economic Development, Essential Services, etc). Some thoughts I have on this at this time are:

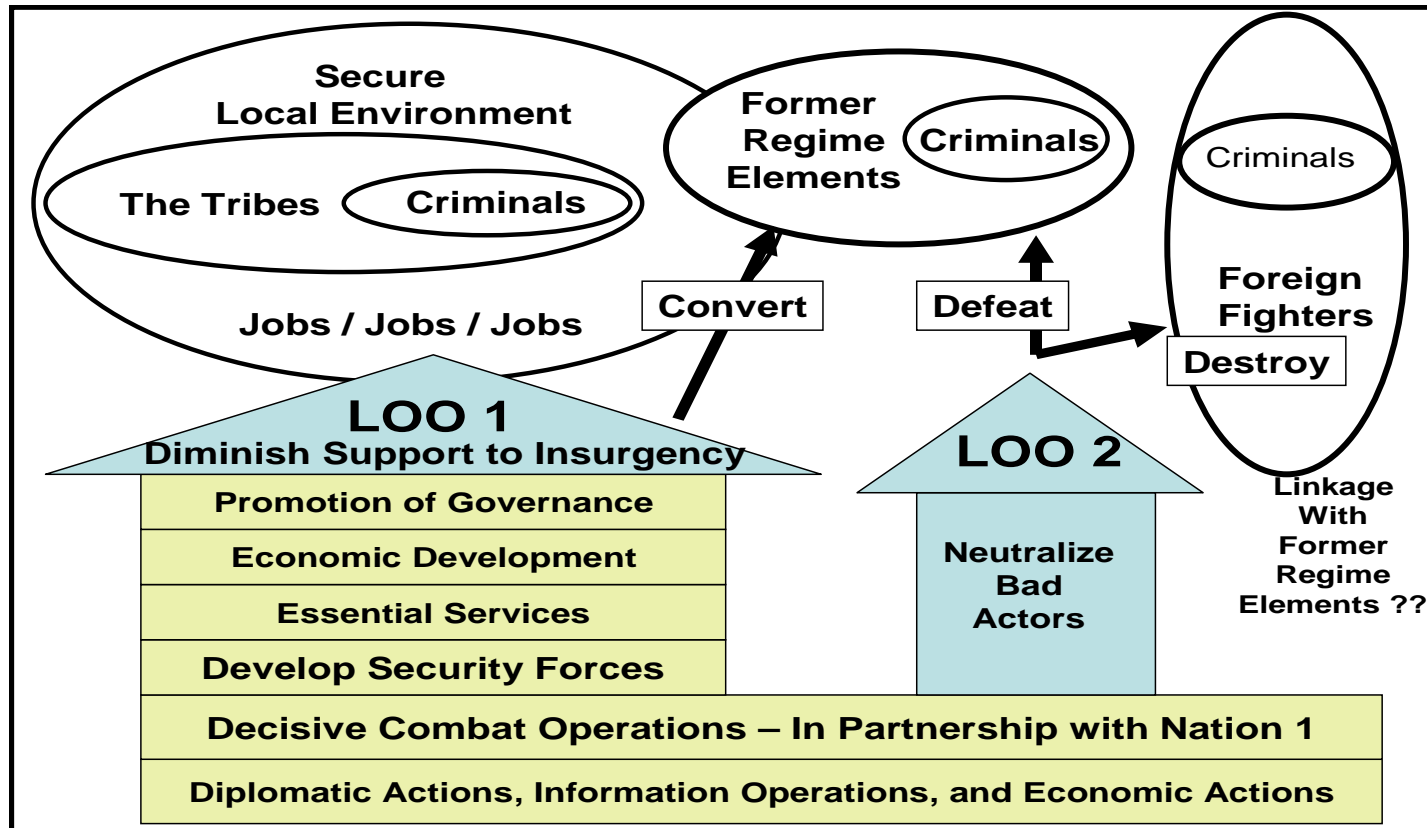
- We have a local security task here coupled with a training task to build up the capabilities of national military forces and local civilian forces. Let's be sure we closely look at what this requires. Some of our multinational forces have unique capabilities in this regard (Italian Carabinieri force, Singapore civil-military force, etc). Also, look at how we do this simultaneously to create a synergy for these tasks that supports a rapid response by the national military and local civil forces. We don't want to drag out this security and training task – and a rapid response is desired by the multinational strategic levels.
- Our C2 organization may need to be refined as we presently have it (functional component organization). One COA needs to look at adding a TF East and dual-hatting the MCC as the TF commander and supporting this operation from the sea.

> Our second LOO is focused on the Defeat of Former Regime Elements that are pursuing insurgent action and the Destruction of the Foreign Fighters of Nation 2 located to the east of Nation 1. We need to work on the key vulnerabilities of the Strategic COG for these elements (Nations 2's logistical and monetary support of former regime elements and foreign fighters) and the Operational COG (Local Support, C2 and Training Bases for Foreign Fighters). This requires a comprehensive approach of diplomatic actions, information operation (strategically and operationally), and economic actions that complement our combat actions. At this time we do not know the full linkages between the two elements (former regime elements and foreign fighters) and their full capabilities. Additionally, our CTF AO does NOT include Nation 2 and we are NOT allowed to conduct any combat operations against Nation 2 at this time other than border security of Nation 1, within Nation 1's borders. Our COAs need to address branches and sequels for varying degrees of success in the initial flushing out of these local insurgency networks during execution. We need to also review if operations against Nation 2 might be required so I can pass up my assessment of this in my Commander's Estimate for the recommended COA for our operations for strategic review and consultations. Some thoughts I have on this at this time are:

- Our C2 may require a separate TF for the borders areas (where these elements are primarily located at this time). A TF West may be needed. Look at dual-hatting the LCC as the TF commander since this is primarily a land operations mission within COA development.

- We need to closely look at transition actions that may require a UN peacekeeping or peace enforcement follow-on command to our CTF operations to support long term border control actions. If this appears to be a possible requirement, I will need to pass up such a recommendation for such UN actions in my Commander's Estimate.
- Additionally, we need to have a FULL partnership with Nation 1's military forces with the aim to have them in the lead at the start of combat operations with CTF forces in direct support, then moving us to an overwatch support (direct support on call), and then general support mode.
- Remember the mission is to destroy the foreign fighters! Ensure we have the full multinational military capabilities for this.

Last point; ensure that we have FULL cooperation and coordination channels with the International Humanitarian Community (IHC) and that we have liaison and planning cells located at the key organizations involved within the CTF AO.



Example 2 - Commander's Narrative and Visualization Diagram for Operational Design for HA/DR Complex

Contingency: This example shows the level of Operational Design development that would most likely be achieved at the end of Mission Analysis and before initiation of COA development.

Within our current planning process for OPERATION YELLOW, our CTF military end state conditions are:

“(1) Nation 1 can support HA/DR actions with support from the International Community and requires no military emergency relief; (2) Governmental functioning has been restored whereby Nation 1’s basic governmental services and civil law and order are functional requiring no outside support from multinational military forces; and (3) Emergency infrastructure disaster relief has been fully transitioned to Nation 1 and contractual forces within the country”

The immediate priority is to provide rapid and responsive military emergency HA/DR relief to Nation 1 to meet the immediate relief requirements due to the massive earthquakes that have occurred. **This emergency HA/DR relief is provided to allow the International Humanitarian Community (IHC) stand up its support structures whereby HA/DR requirements can be fully supported without military support..**

Our relief must be based upon **validated needs assessment** to get the right support, to the right place, and at the right time. This requires an immediate dispatch of survey teams to the affected areas and for coordination with local and national governmental actions within Nation 1.

This HA/DR mission is more complex than normal since the governmental functioning has ceased within the nation due to the destruction of its capital, civil and military forces C2 is non-existent at this time. There is major looting and civil disorder. Most critically, there are emerging intelligence reports of a potential for escalation of former insurgent forces but this is not within our mission statement at this time. Based upon this complex situation, I assess that we will approach this operation by three Lines of Operation (LOO) to achieve our Operational military objectives, that of “Emergency Relief HA/DR”, “Support to Governmental Functioning”, and “Security” (refer to visualization diagram). Within these lines we have identified 8 major Decisive Points (DP) and we have some initial development of the Supporting Effects (SE) for each of these DPs.

Critical to our operations is clear cooperation and coordination channels with the IHC and specifically with OCHA, WHO, and WFP for support of many of our DPs. Initial coordination with OCHA assesses that this crisis will take considerable time to get full IHC capability up and running due to complete destruction of infrastructures within the major cities, transportation network, and ports/airfields. Some working thoughts I have on this are:

- Our military forces lack heavy engineering capabilities and it appears that major contractual actions will be required from the surrounding nations nearby Nation 1. Since we have been given the mission to support the initial emergency infrastructure restoration we need to fully engage the multinational contractual processes. I don't want to get our forces tied down (mission creep) in this regard. Review this closely within our COA development, especially in regards to airfields and sea ports and any critical transportation networks.
- I don't want to get tied down to an intermediate staging base (ISB) within Nation 1. Look at what nations (other than Nation 1) may be able to provide ISB support to our CTF command. At this time, our initial supply may be from the sea, but this will not support the massive log requirements and the deep inland support requirements. We may need multiple ISBs.
- We need to look closely at the DPs we have developed and the SEs. Many of the SEs requires diplomatic and economic actions beyond our military capabilities. I will need to fully outline such requirements in my initial Commander's Estimate I'll be forwarding back to higher headquarters.

Our COA process will be greatly constrained time wise, I need to see the initial COAs based upon my guidance within 12 hours and my COA recommendation must be to our higher headquarters within 24 hours.

Remember, this is not a normal HA/DR mission due to the complete collapse of government functioning and the major security concerns within the nation --- it's not a failed state situation, but for a period of time many of the conditions within Nation 1 will parallel such a situation until functioning and security can be returned to its base levels. Our COAs must address this and the linkages in the DPs and SEs to identify tasks we have to assign to our components.

C2 wise, look at the activation of Task Force components in addition to the functional components that we presently have in our current command relationships arrangements. This may be required to support various geographical areas due to the vast areas of that the earthquake affected.

We need to look at branches and sequels for an emergence of a threat force in this operation within our COA development. I will have to address this in my Commander's Estimate and provide some contingency plans in case such a threat emerges and requires combat action to address. **This is NOT in our mission statement at this time**, though the strategic intelligence reports clearly contain such a threat. I assess things are a bit confused within this area within Nation 1 and within multinational strategic consultation and coordination channels. We may have to recommend a change to the Strategic Military End state conditions and, in turn, our CTF Military End state conditions which will change our assigned mission and Operational Design approach.

