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MEMORANDUM FOR THE CHAIRMAN OF THE JOINT CHIEFS OF STAFF

SUBJECT: 2004 Contingency Planning Guidance (U)

- (U) This document, approved by the President, fulfills the Title 10, U.S. Code, Section 113(g) (2) requirement for written policy guidance for the Chairman of the Joint Chiefs of Staff (CJCS) and combatant commanders to prepare and review contingency plans.
- (U) This document supercedes the 2002 Contingency Planning Guidance.
- (U) It is based upon force capabilities projected to be available as of 30 September 2005, and identifies priorities and key assumptions for contingency planning. Consistent with national strategy and priorities, it supports the U.S. Defense Strategy.
- (U) The 2004 Contingency Planning Guidance links security cooperation objectives and requirements to contingency planning. It ensures that contingency plans are consistent with the U.S. Government's broader strategic objectives and global security commitments.
- (U) It initiates the Department's transition to a planning system that is compressed, iterative, and adaptive.
- (U) It requires the integration of nuclear, conventional, information and special operations planning.
- (U) Amplifying guidance for the use of nuclear forces is provided in the Policy Guidance for the Employment of Nuclear Weapons (NUWEP) document.

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# 2004 Contingency Planning Guidance

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## Preface

(U) The 2004 Contingency Planning Guidance (CPG) recognizes the nation is at war. It reflects the Department's adaptation to changes in the strategic environment and lessons learned from operations in Afghanistan, Iraq, and the Horn of Africa.

(U) The Department requires new plans and a broader conception of how to deter and defeat adversaries. Plans should be less reactive. They should aim to defuse crises before they reach a critical stage and to establish U.S. dominance at the earliest point if deterrence fails. Plans should provide the President, Secretary of Defense, and combatant commanders a wider range of options to manage crises or end conflicts on favorable terms. This document builds upon the initiatives begun in the 2002 CPG to create more adaptive plans.

(U) **Threats Across Regions.** Planning must be coordinated among combatant commands, the services, DoD agencies, and other U.S. government agencies for those threats that extend across Unified Command Plan (UCP) areas of responsibility. Plans for trans-regional or "seam" threats (e.g., Global War on Terrorism (GWOT)) require coordinated, parallel planning among combatant commanders.

(S) **Speed.** Rapid deployment and employment of combat power allow U.S. forces to gain the initiative quickly; dictate the pace, timing, and direction of operations; and consequently dominate an adversary. Accordingly, the U.S. military needs to deploy required forces into theater rapidly and efficiently. [REDACTED]

OSD 1.4(a)(c)

JS 1.4(a)

(U) **Security Cooperation.** The success of war plans depends on peacetime security cooperation efforts. Combatant command activities during peacetime must serve to assure allies, dissuade or deter adversaries, and posture U.S. and allied forces to defeat enemies swiftly if deterrence fails. Combatant commanders' strategies should reflect their contingency planning needs. Conversely, contingency plans should identify the types of security cooperation activities that would contribute to those plans.

(U) **Strategic Victory.** Beyond success in major combat, victory often requires establishing stability and the conditions for a lasting peace. Future plans will address both combat and post-combat objectives.

(U) **Information Operations (IO).** Future plans will include both offensive and defensive IO to gain and maintain decision superiority and provide alternatives to kinetic



attack. They should integrate IO into peacetime operations, dissuasion and deterrence activities, combat operations and post-conflict activity.

(U) **Interagency Coordination.** Plans must take account of the potential contributions of all instruments of national power. Because each plan's interagency requirements are unique, the Secretary of Defense will provide specific guidance to each combatant commander during the planning process.

(U) **Reachback.** Plans will exploit strategic/operational reachback to maximize force responsiveness and agility while reducing the theater footprint.

(U) **Joint Operating Concepts.** Operational lessons learned and new adaptive planning techniques will inform development of future Joint Operating Concepts (JOCs). These concepts describe how Joint Force Commanders will operate against a range of potential adversaries' capabilities in the mid- and long-term.

(U) **Compressed, Iterative, Adaptive Planning.** The Department's planning system must produce plans rapidly and update existing plans frequently – in months, not years. This requires new processes and the introduction of new planning and assessment tools, products, and training. It also requires that commanders and planners no longer think in terms of sequential *phases* in war plans but rather of *elements* that may be simultaneous or sequential. This CPG initiates changes in the planning system focusing combatant commanders' time and resources on a select number of priority plans.

(U) **Strategic Communication.** The success of future plans depends on continuous Strategic Communication actions and campaigns. Strategic Communication is the transmission of integrated and coordinated themes and messages to advance US interests and policies. The United States Government (USG) performs Strategic Communication through inter-Agency coordinated statecraft, public diplomacy, public affairs, supported by military information operations and special activities (SA), in concert with other political, economic, information and military actions. Combatant commanders must have prepared themes and messages for peacetime and contingency situations.



## Section I

### U.S. Defense Strategy (U)

1. (U) **General.** The 2004 National Defense Strategy of the United States (hereafter referred to as the Defense Strategy) serves as an update to the framework of the Defense Strategy outlined in the 2001 QDR. It reflects the dramatic changes in the security environment and the lessons learned over the past two years.

a. (U) **Global Security Environment.** We must contend with four persistent and emerging challenges in this current era:

- (U) **Traditional** challenges posed largely by states employing recognizable military forces, in long-established, well-known forms of military competition and conflict;
- (U) **Irregular** challenges arising from the use of unconventional methods by non-state or state actors to counter stronger state opponents—terrorism, insurgency, civil war, etc.;
- (U) **Catastrophic** challenges involving the possible use by non-state or state actors of WMD or methods producing WMD-like effects; and
- (U) **Disruptive** future challenges involving the possible use by non-state or state actors of breakthrough technological capabilities intended to cancel U.S. advantages in particular operational domains -- for example, information technology or space.

b. (U) **Defense Objectives.** Four objectives should guide all defense policy and planning:

- (U) Secure the United States from direct attack.
- (U) Secure strategic access and retain global freedom of action.
- (U) Strengthen alliances and partnerships to contend with common challenges.
- (U) Establish security conditions conducive to a favorable international order.

c. (U) **How We Seek To Accomplish the Defense Objectives.** U.S. defense activities will:

- (U) Assure allies and friends. The U.S. will assure allies and friends by demonstrating resolve and capability to fulfill defense commitments and protect common interests.
- (U) Dissuade potential adversaries. The U.S. will work to dissuade potential adversaries from adopting threatening capabilities and ambitions by orienting key military advantages to counter them.
- (U) Deter aggression and counter coercion. The U.S. will deter aggression and coercion by maintaining capable and rapidly deployable military forces and, when necessary, demonstrating the resolve to use them.
- (U) Defeat adversaries. At the direction of the President, the U.S. military will defeat adversaries at any time and place, setting the conditions for future security.

d. (U) **Desired Capabilities and Attributes.** The Defense Strategy calls for capabilities and attributes that enable the U.S. to contend effectively with its most pressing challenges today and in the future. Among the most important efforts:

- Strengthening intelligence
- Protecting critical bases of operation
- Operating from the commons—space, international waters and airspace, cyberspace
- Projecting and sustaining forces in distant anti-access environments
- Denying enemies sanctuary
- Conducting network-centric operations
- Improving proficiency against irregular challenges.
- Increasing capabilities of partners—international and domestic

e. (U) **Force Planning Construct.** The force planning approach outlined in the Defense Strategy will guide decisions on the overall shape, size, and global posture of U.S. military forces to:

- (U) Defend the U.S. homeland;

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- (U) Operate in and from four forward regions to assure allies and friends, dissuade competitors, and deter and counter aggression and coercion;
- (U) Swiftly defeat adversaries in overlapping military campaigns while preserving for the President the option to call for a more decisive and enduring result in one of the two; and
- (U) Conduct a limited number of lesser contingencies.

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## 2. (U) Assumptions Common to all Plans.

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## Section II

### Planning Guidelines

#### 1. (U) **Compressed, Iterative, Adaptive Planning.**

a. (U) This Contingency Planning Guidance (CPG) continues the Department's shift to compressed, iterative, and adaptive planning. Information sharing, collaboration and parallel efforts among OSD, the Joint Staff, combatant commands, and other agencies are essential for planning that adapts quickly to changing strategic and military conditions. Recent operations demonstrated that planning processes are too lengthy and sequential. The goal of adaptive planning is to produce and iterate flexible options for the President, Secretary, and combatant commanders that anticipate and respond rapidly to changing conditions.

b. (U) OSD and the Joint Staff are conducting an "Adaptive Planning Study" that will recommend a new planning process and identify tools to improve contingency planning. As part of this initiative, the CPG identifies and focuses on 11 top priority plans and establishes four levels of detail in planning that can be supported with new tools. It establishes an iterative sequence of in-progress reviews (IPRs), through which the Secretary and combatant commanders can collaboratively discuss and shape each plan as it develops. OSD and Joint Staff after-action reviews of the IPRs and plan reviews will capture best practices and incorporate them into the evolving planning system.

2. (U) **Campaign Characteristics.** The rapid achievement of objectives is a fundamental goal in all U.S. military campaigns. There are two broad sub-categories of campaigns, which are differentiated by the scope of their objectives.

a. (U) **"Win Decisive" Campaigns.** The objective of a "Win Decisive" campaign is to achieve fundamental and enduring change in a crisis region or regions. It should render an enemy incapable of resuming aggression, coercion, or resistance for several years. "Win Decisive" campaigns could result in the collapse or dissolution of an adversary's regime or leadership structure. "Win Decisive" campaigns may require removing an enemy regime and could result in U.S. or coalition forces occupying its territory. In these campaigns, transitioning to stable conditions after combat is critical for the achievement of strategic victory. Homeland Defense is a special category "Win Decisive" campaign because of its vital importance.

b. (U) **"Swiftly Defeat" Campaigns.** The objective of a "Swiftly Defeat" campaign is to achieve a circumscribed set of objectives. These campaigns could alter an adversary's unacceptable behavior or policies, thwart an adversary's course of action,

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redress specific adversary actions, or keep a state from degenerating into anarchy. Such a campaign prevents an adversary from achieving his military objectives. The enemy should no longer be capable of seizing the initiative or preventing U.S./coalition forces from attaining their objectives. These campaigns do not seek to remove an adversary's regime, but could stimulate a regime collapse. The extent of territory, enemy forces, and infrastructure U.S./coalition forces seek to control, destroy or neutralize will be limited. At the direction of the President, a "Swiftly Defeat" campaign may be expanded to a "Win Decisive" campaign.

**3. (U) Flexibility in Planning.**



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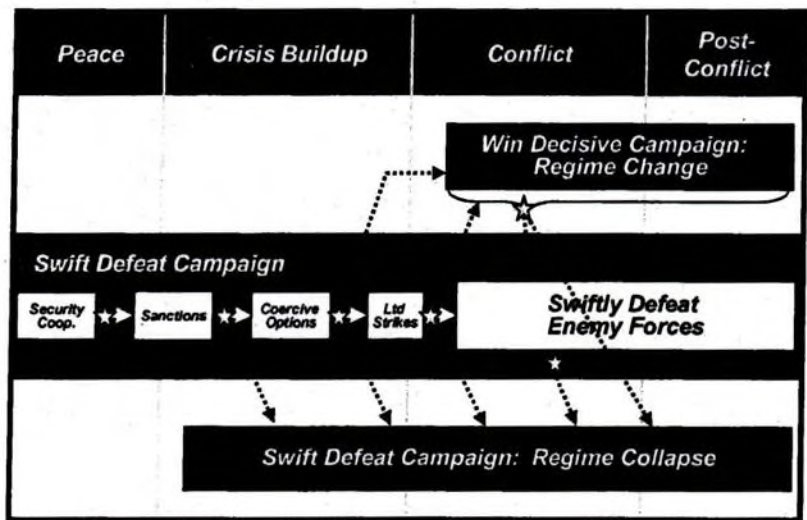


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☆ = Decision Points

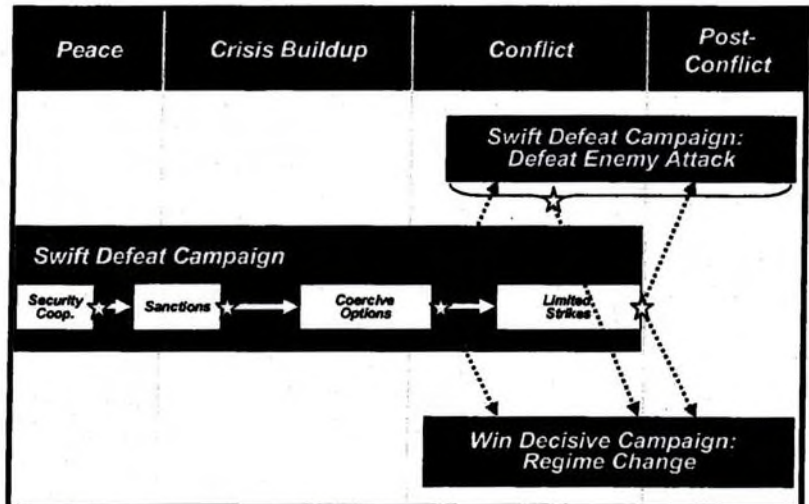
(U) Figure 1

Swiftly Defeat Campaign with branches for Regime Change and Regime Collapse



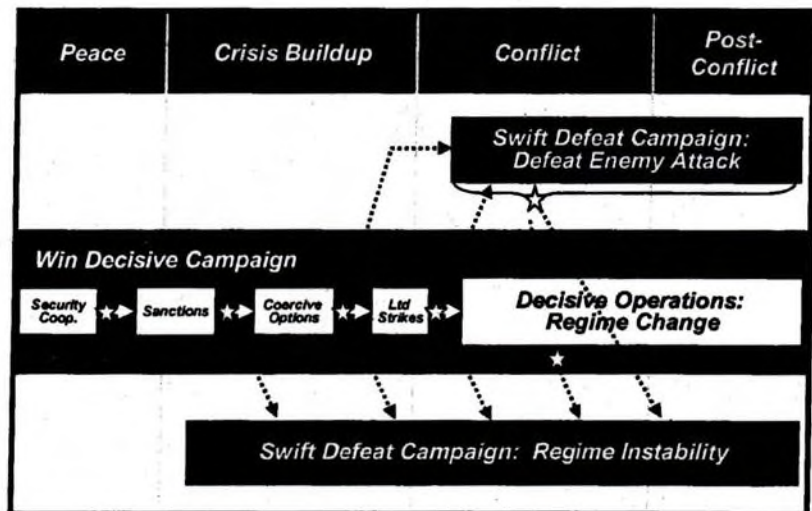
(U) Figure 2

Swiftly Defeat Campaign with branches for Swift Defeat and Regime Change



(U) Figure 3

Win Decisive campaign with branches for Swift Defeat and Regime Instability



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4. ~~(S)~~ **Decision Points.** Combatant commanders will identify [REDACTED] decision points that correspond to options or affect potential endstates for each campaign. Combatant commanders and the CJCS will advise the Secretary of Defense on the military implications of these decisions.

5. (U) **Levels of Planning.** Each plan will be assigned one of four levels that specify the minimum amount of planning detail required. The Secretary may increase or decrease the level of planning detail required in response to changed circumstances, changes in a plan's assumptions, or a combatant commander's recommendation to do so.

a. (U) **Level 1** is the least detailed level of planning. It requires a developed course of action (COA). The product for this level can be a COA briefing, command directive, commander's estimate, or a memorandum.

b. (U) **Level 2** planning culminates in a base plan and a briefing to the Secretary of Defense.

c. (U) **Level 3** planning adds a plan summary; a base plan with selected annexes (A, B, C, D, J, K, S, V, and Z); and a combatant commander's estimate of the plan's feasibility with respect to forces, logistics, sustainment, and transportation. It will also include, if applicable, "gross-transportation-feasible" Time-Phased Force Deployment Data (TPFDD). These plans will also require a briefing to the Secretary of Defense.

d. (U) **Level 4** planning requires an operations plan with detailed TPFDD and a complete set of annexes. It will be briefed to the Secretary of Defense and, when required, to the President.

6. (U) **Termination Objectives.** Each campaign plan must achieve specified termination objectives. Termination objectives will complement each other and support the achievement of national strategic objectives. They will include objectives to be achieved at the end of major combat (combat termination objectives) and objectives for establishing post-combat stability (post-combat objectives). Post-combat objectives and broader political-military goals should directly inform combat termination objectives and the plan's overall development.

7. (U) **Crisis Response Planning.**

a. (U) Changing circumstances or unforeseen contingencies may require rapid development of new plans or modification of existing plans.

b. (U) Regional Planning Guidance, Section V, identifies scenarios for combatant commanders to develop Level 1 plans as a basis for crisis response planning. Emerging

OSD 1.4(a)

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strategic situations may also require the development of plans, either as commanders deem prudent or as directed by the Secretary of Defense or CJCS.

**8. (U) Risk Assessment.**

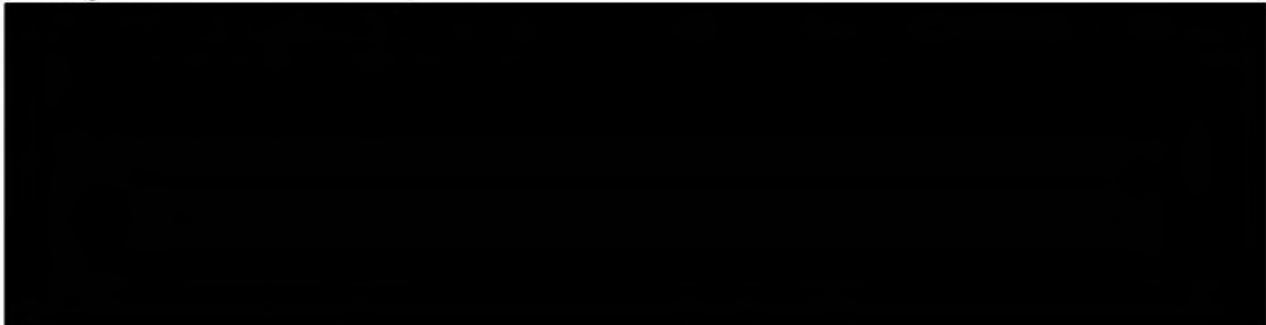
a. (U) No later than six months from publication of this document, the CJCS, in coordination with the combatant commanders, will propose for the Secretary's approval a common set of operational risk metrics for assessing plans.

b. (U) Combatant commanders will evaluate operational risk for each of their plans using approved operational risk metrics when they become available.

c. (U) As appropriate, combatant commanders will submit recommendations for risk mitigation in Level 3 and 4 plans.

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## Section III Planning Priorities



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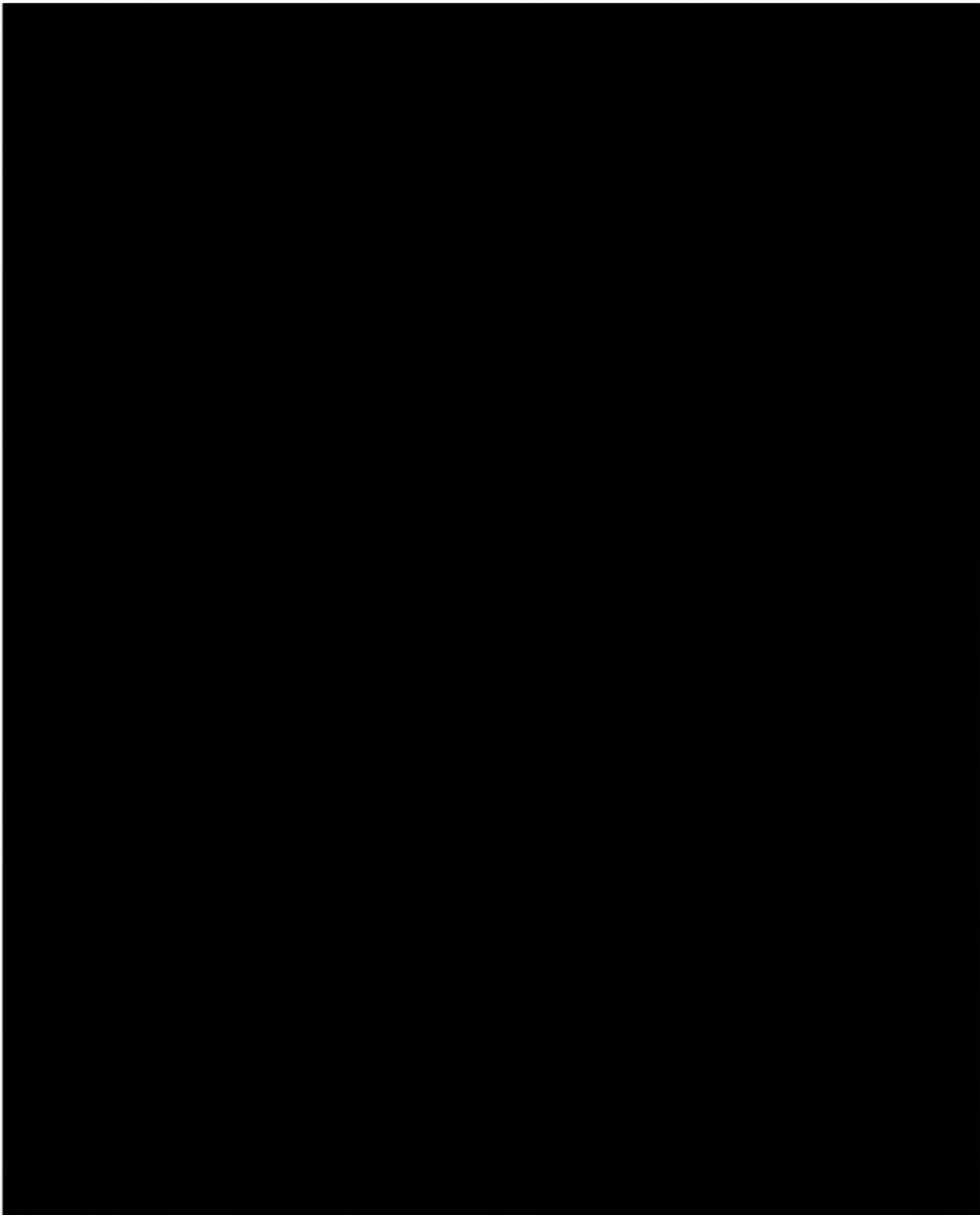
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**b. (U) Termination Objectives.**

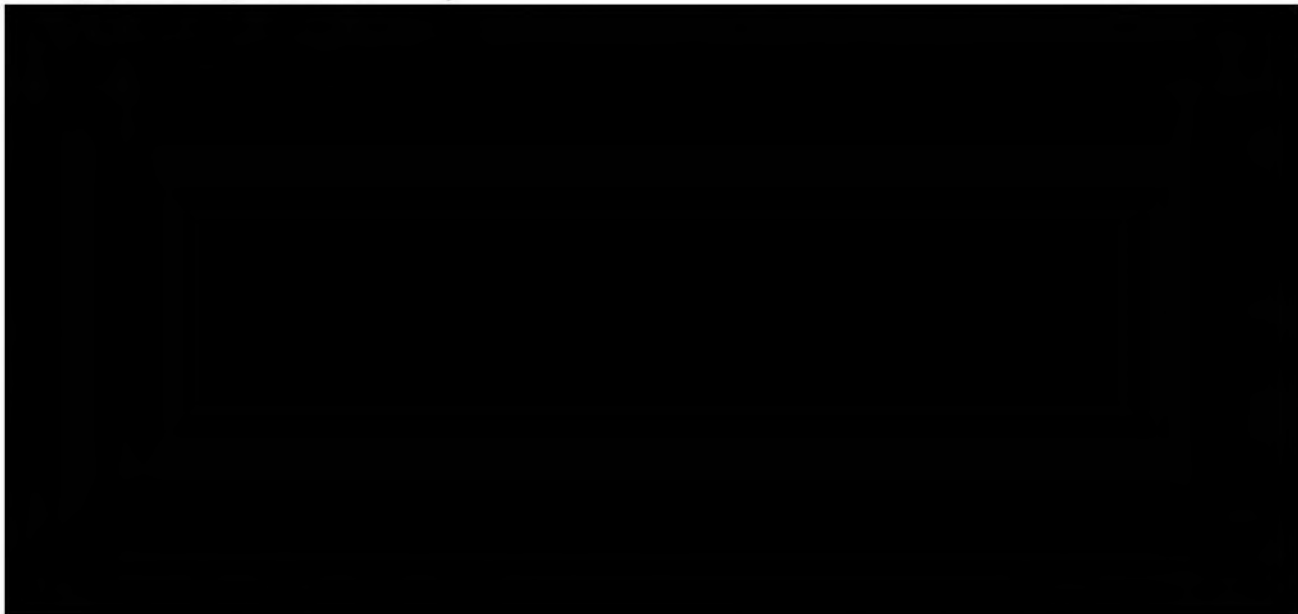
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- ~~(S)~~ Enemy networks are denied possession or use of WMD.

**c. (U) Assumptions.**



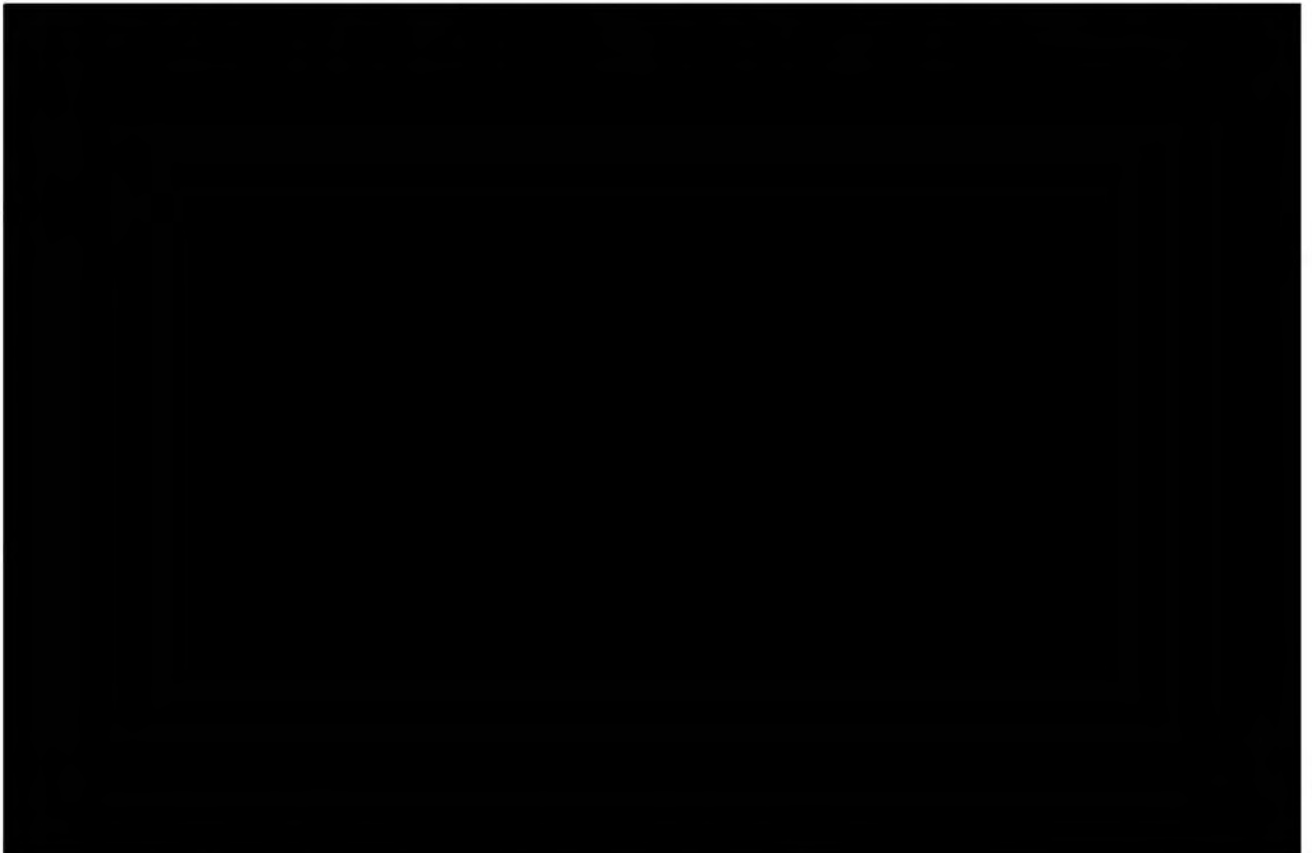
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- (U) Support declaratory policy in making clear the U.S. reserves the right to respond with overwhelming force to WMD use or the threat of its use against the homeland, U.S. forces abroad, or friends and allies.



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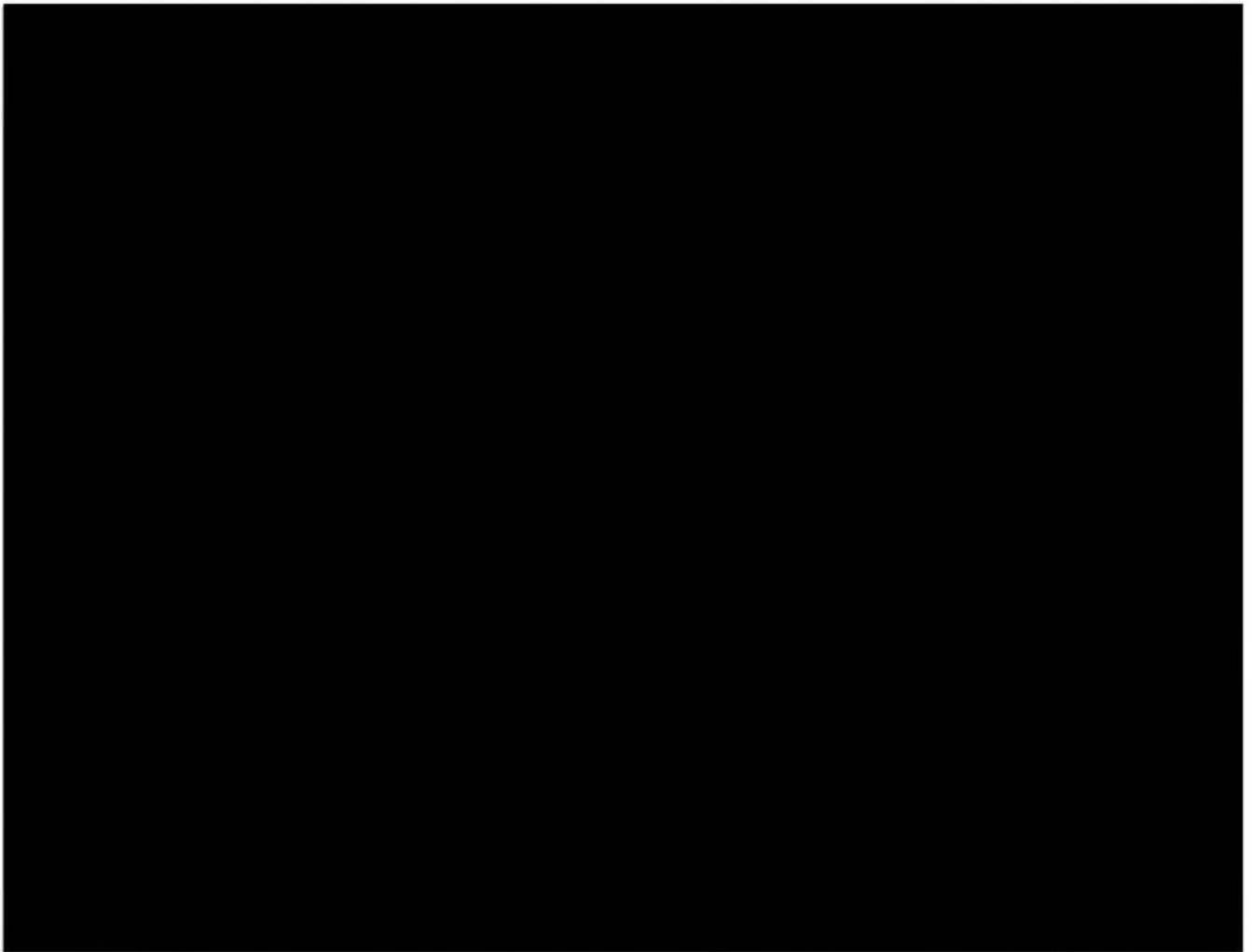
**b. (U) Termination Objectives.**



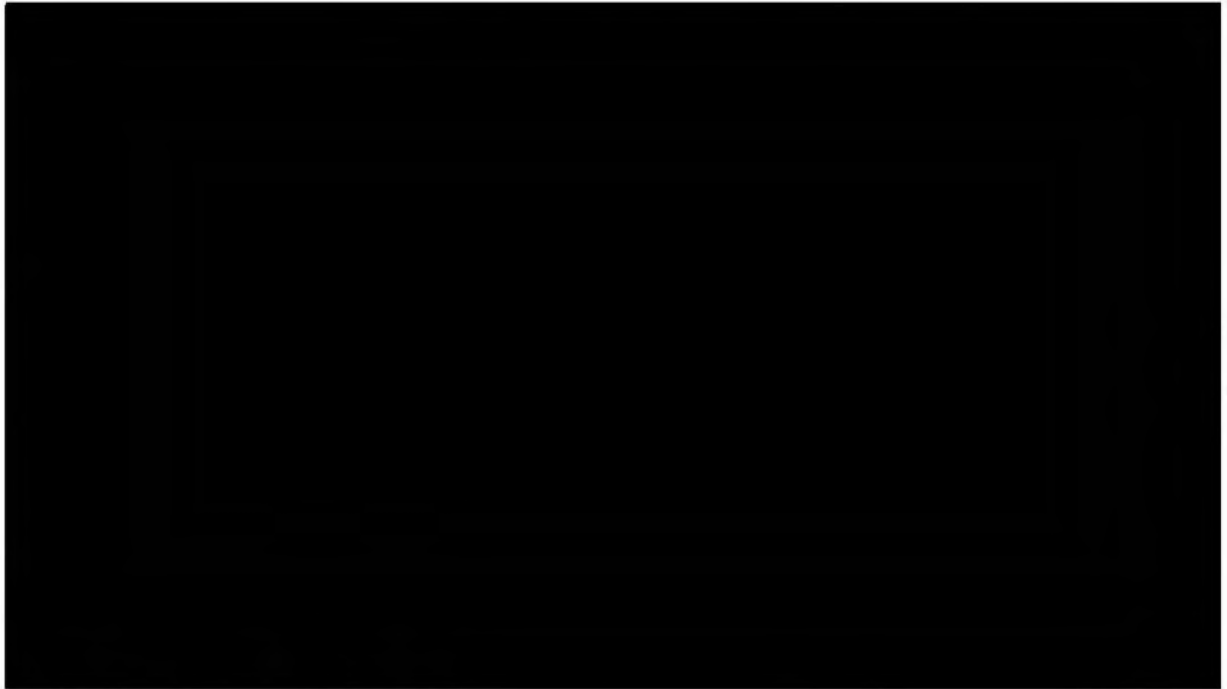
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**c. (U) Assumptions.**



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- (U) Termination Objectives.

OSD 1.4(a)



- (U) Assumptions.



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OSD 1.4(a)

- (U) Identify Global Strike planning and operational issues requiring coordination with other government agencies.

JS 1.4(a)

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- (U) Termination Objectives.



4.



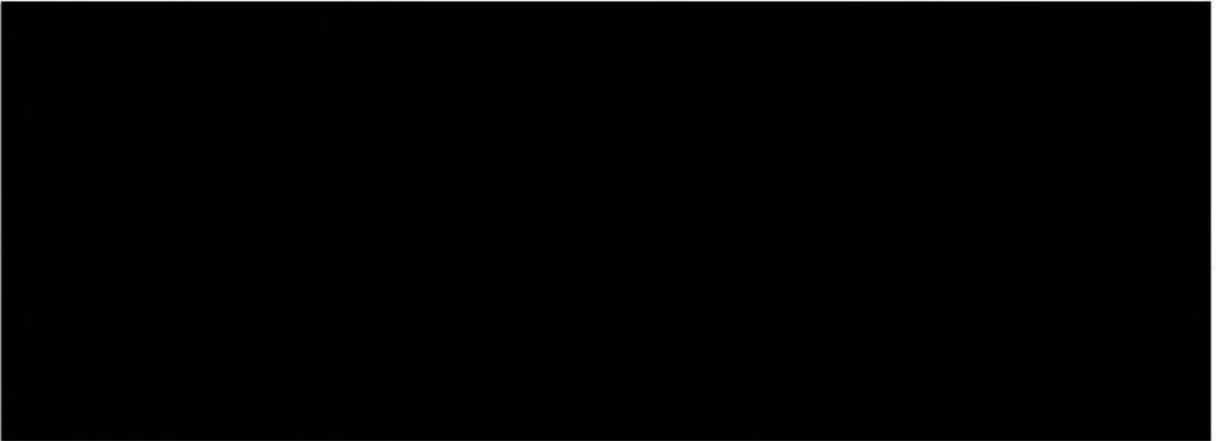
a. (U) Level 2 Plan.







**b. (U) Termination Objectives.**



OSD 1.4(a)

**c. (U) Assumptions.**



**5. (U) Lesser Priority Planning.**

**a. (U) Global Ballistic Missile Defense.**




**b. (U) Space Control.**



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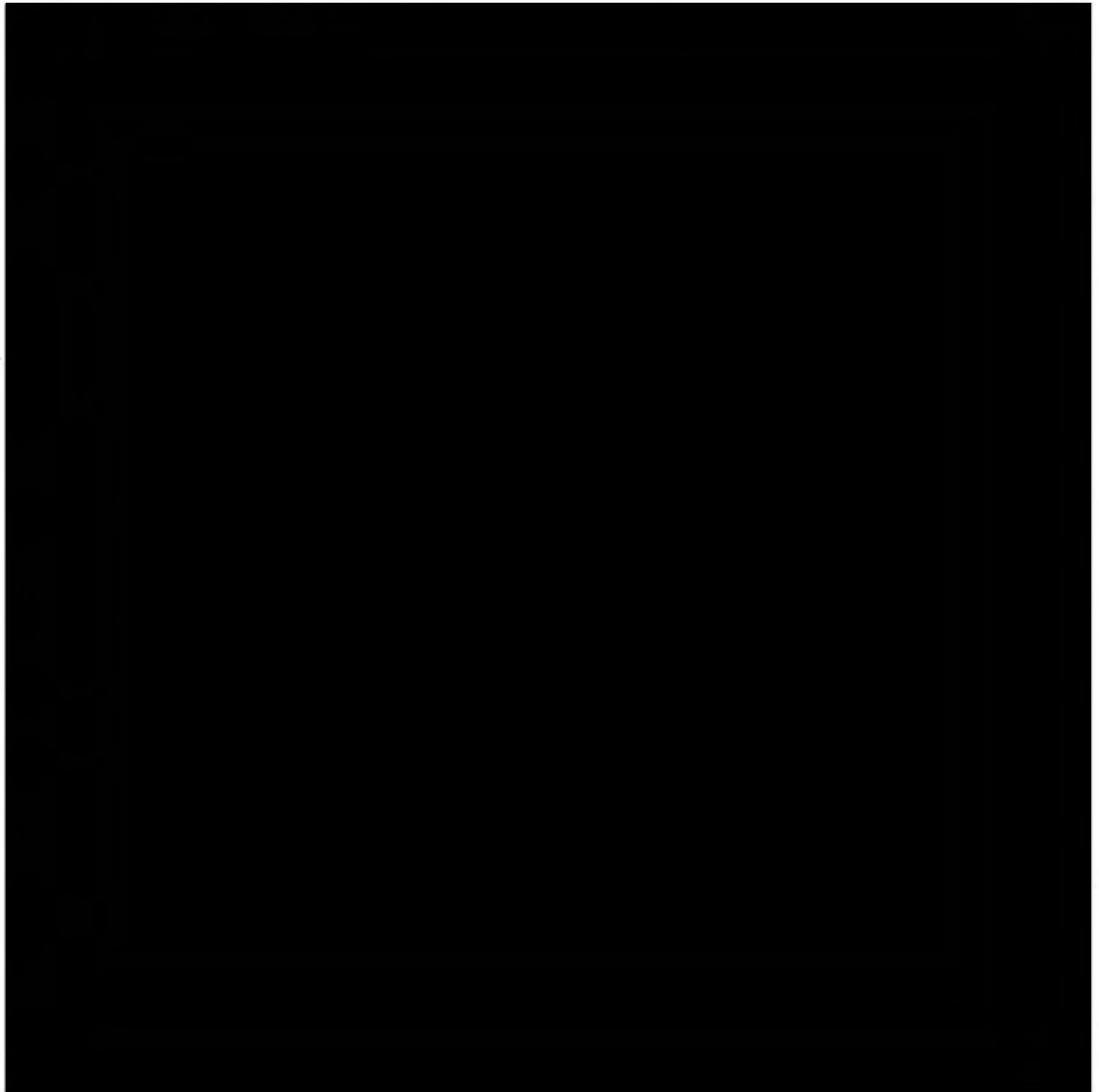


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## Section V Regional Planning Guidance

### 1. (U) Western Hemisphere.



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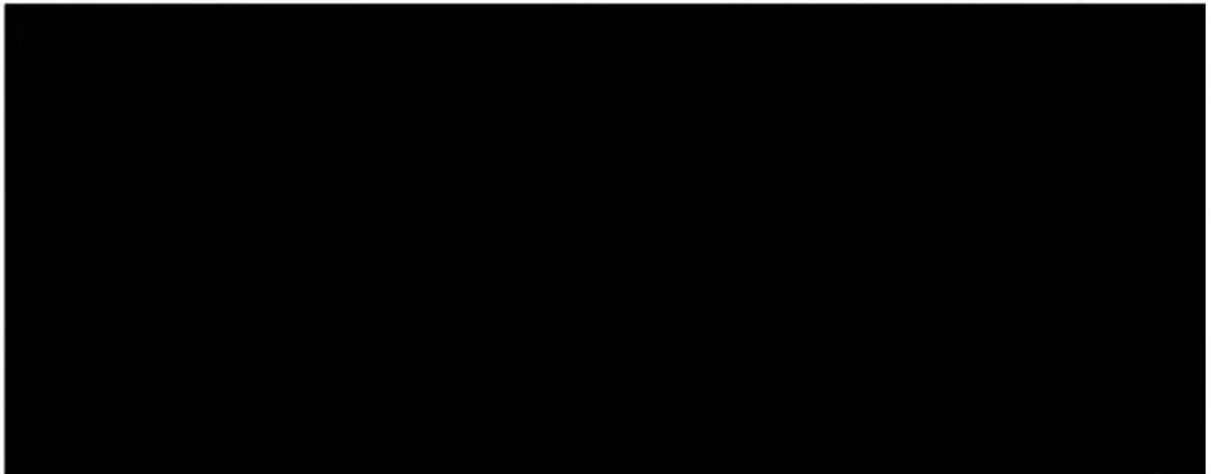
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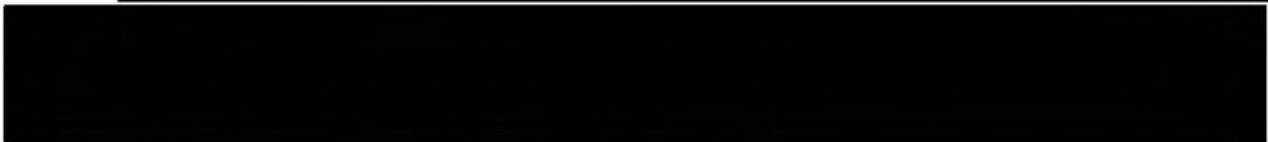
- (U) Termination Objectives.



- (U) Assumptions.



OSD 1.4(a)



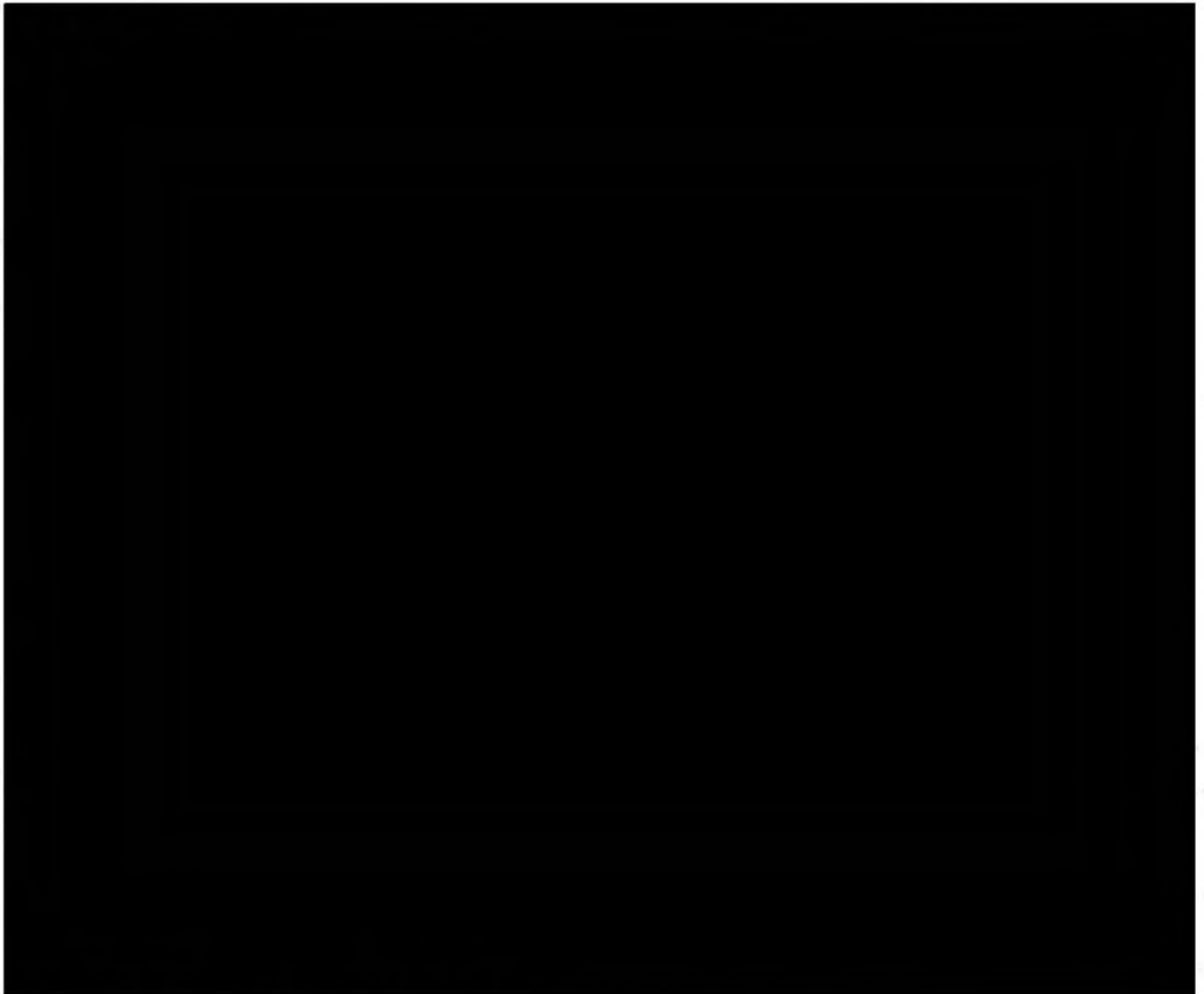
c. (U) Caribbean and Latin America.

- (U) Level 2 Plans.



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2. (U) Northeast Asia.



OSD 1.4(a)  
(d)

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• (U) Termination Objectives.



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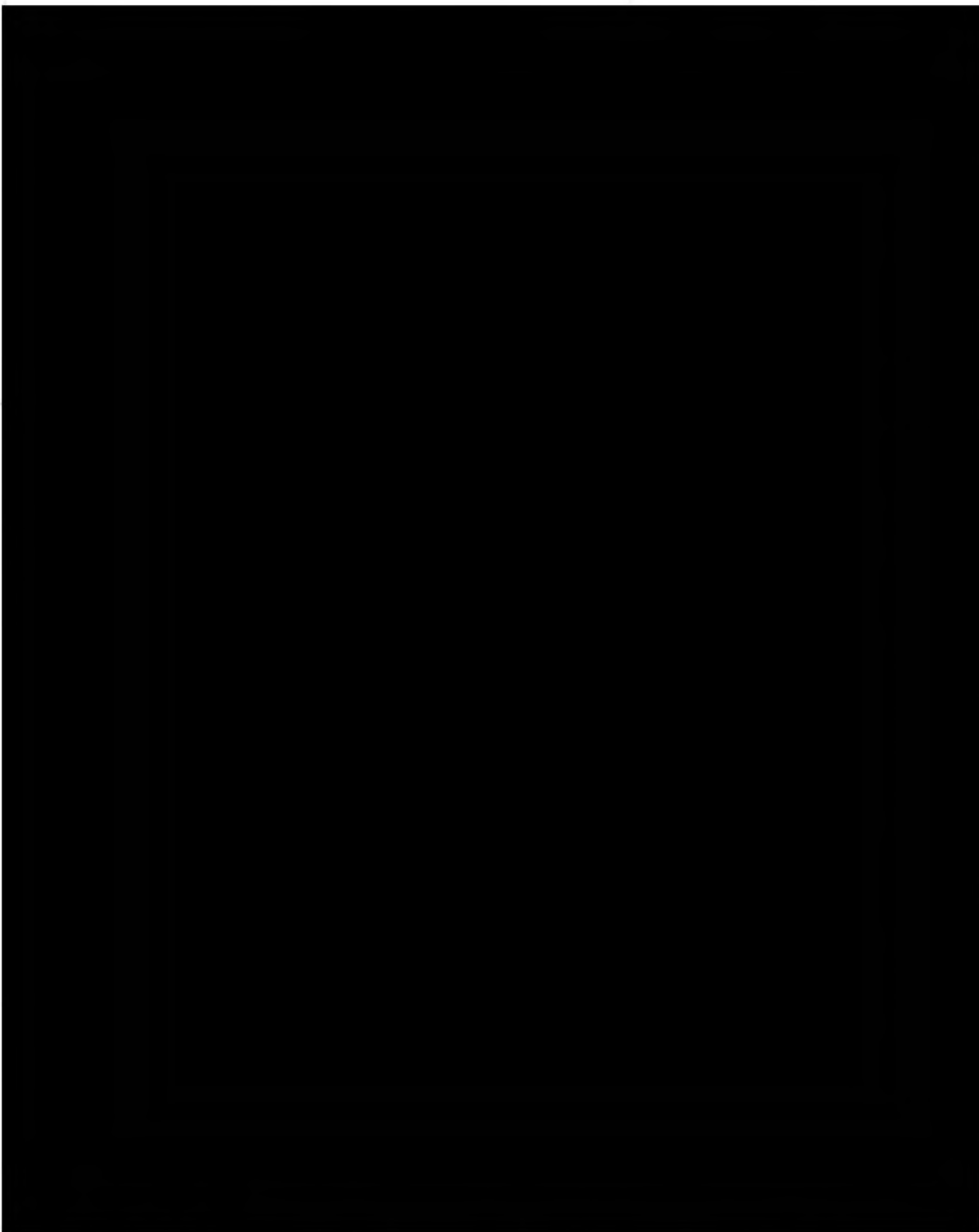
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- (U) Assumptions.

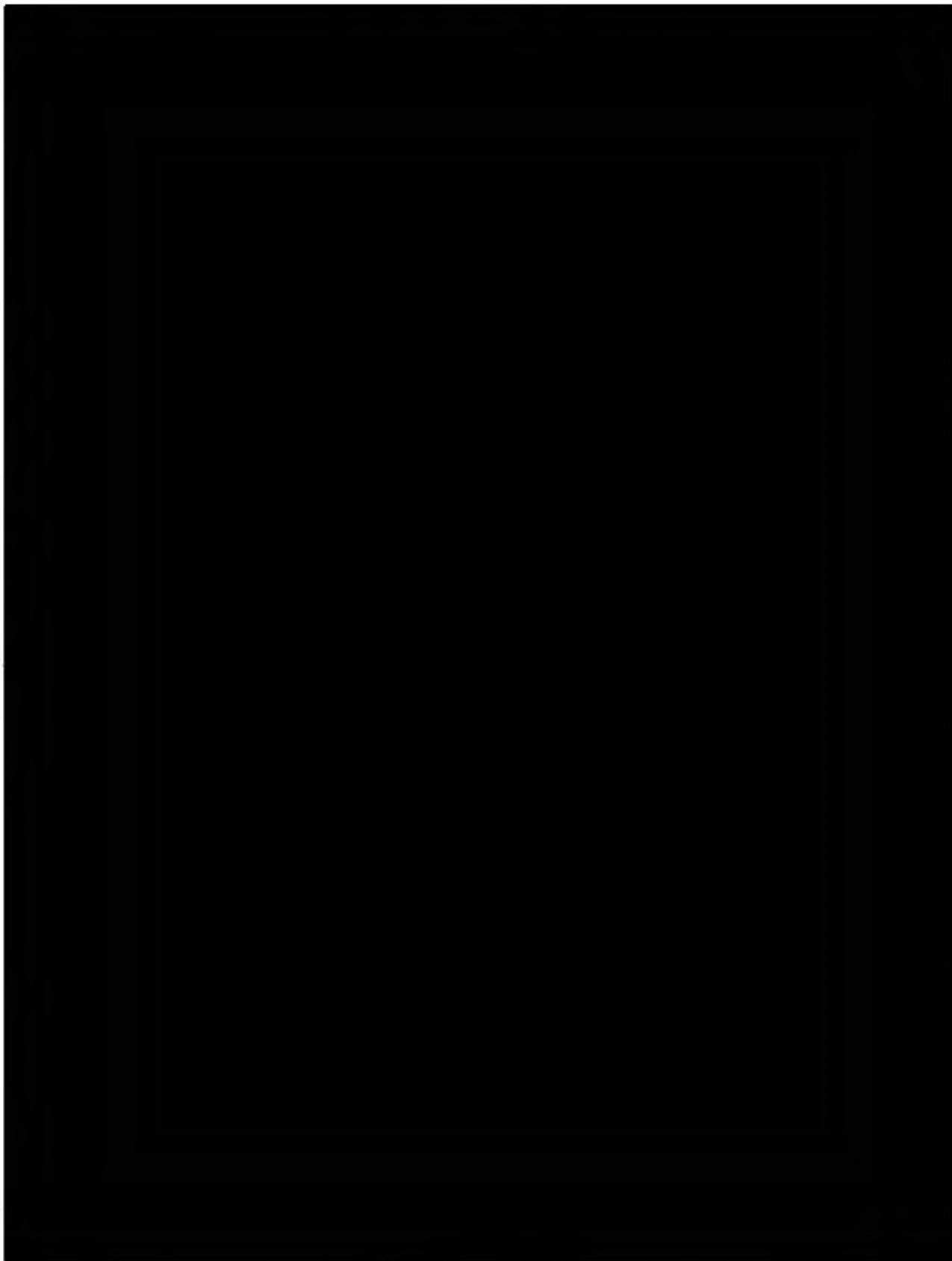


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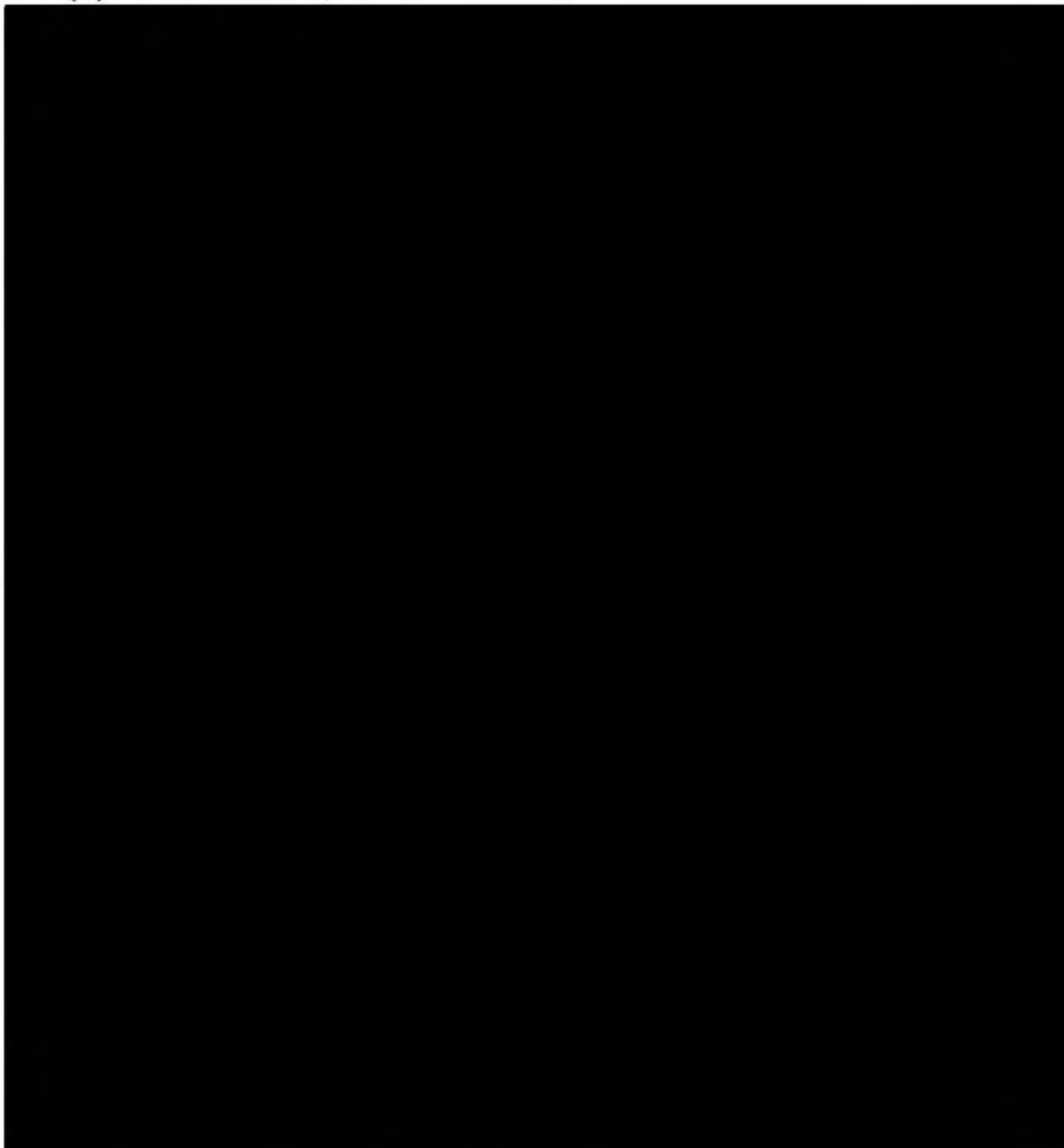


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- (U) Termination Objectives.



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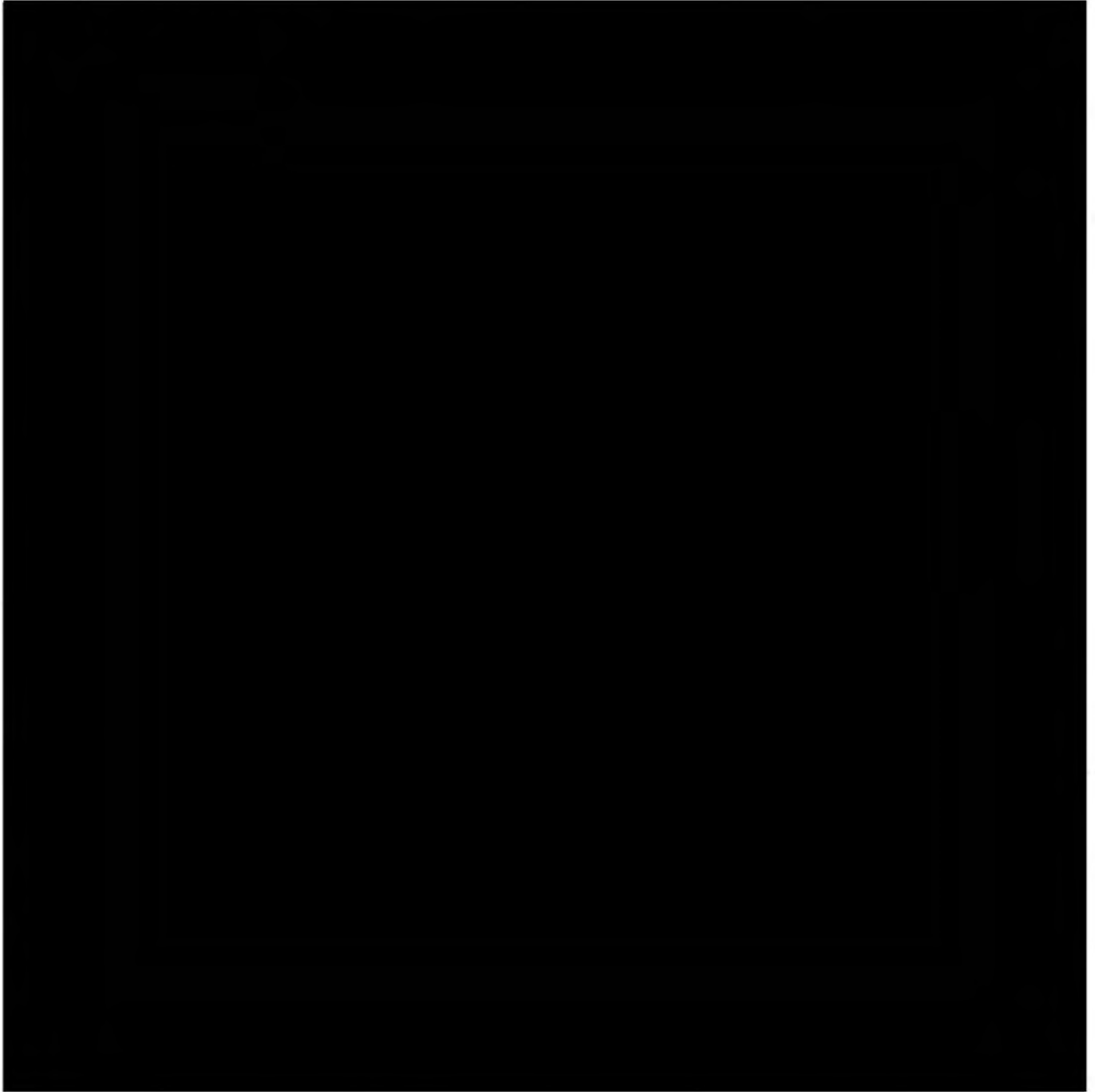
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- (U) Assumptions.



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3. (U) Asian Littoral.

a. (U) Level 1 Plans.



4. (U) Middle East, Southwest Asia, and North Africa.



• (U) Level 2 Plan.

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JS 1.4(a)

DOS 1.4(d)



• (U) Termination Objectives.



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JS 1.4(a)

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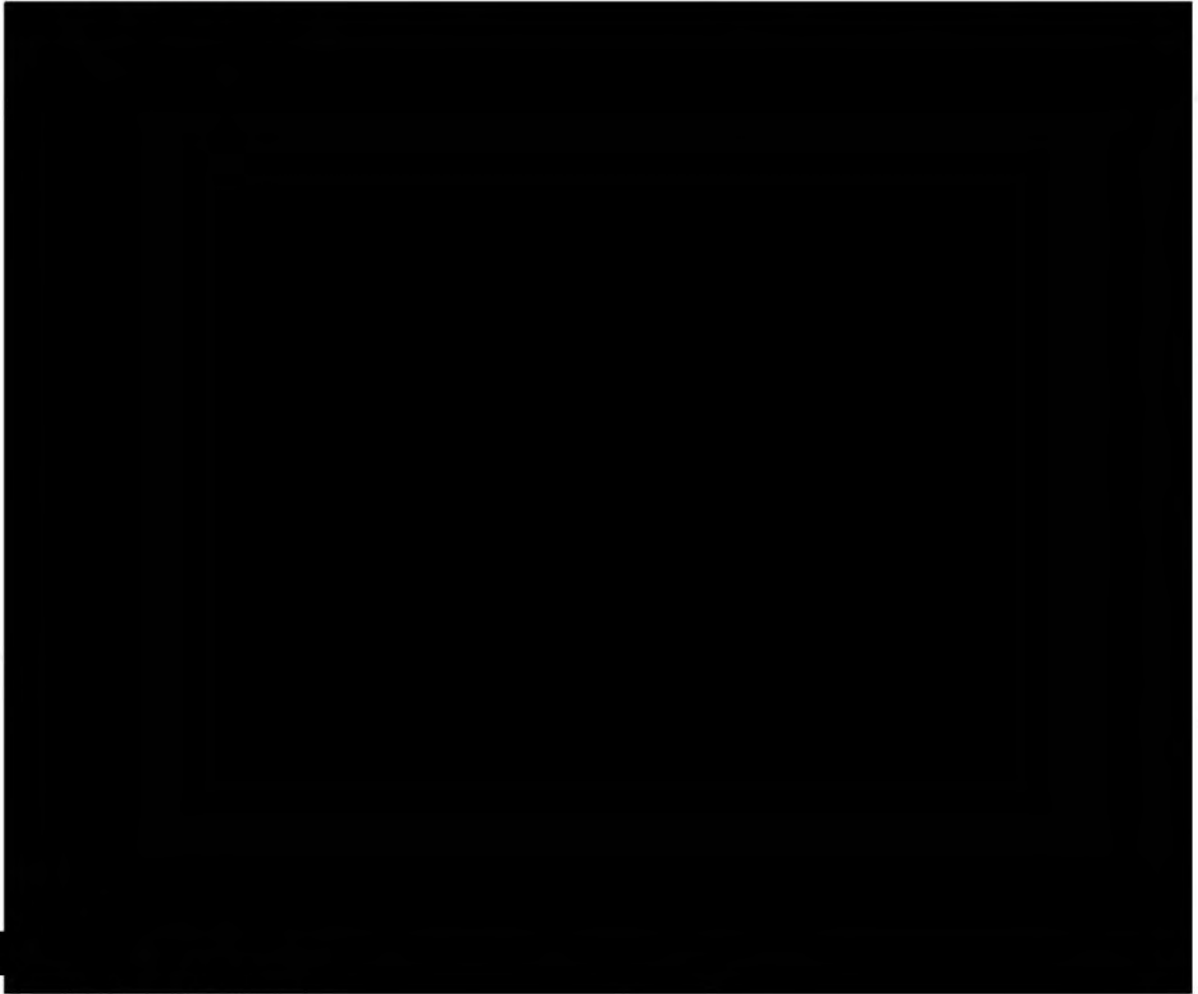
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- (U) Assumptions.

OSD 1.4(a)

JS 1.4(a)



- (U) Level 2 Plan.



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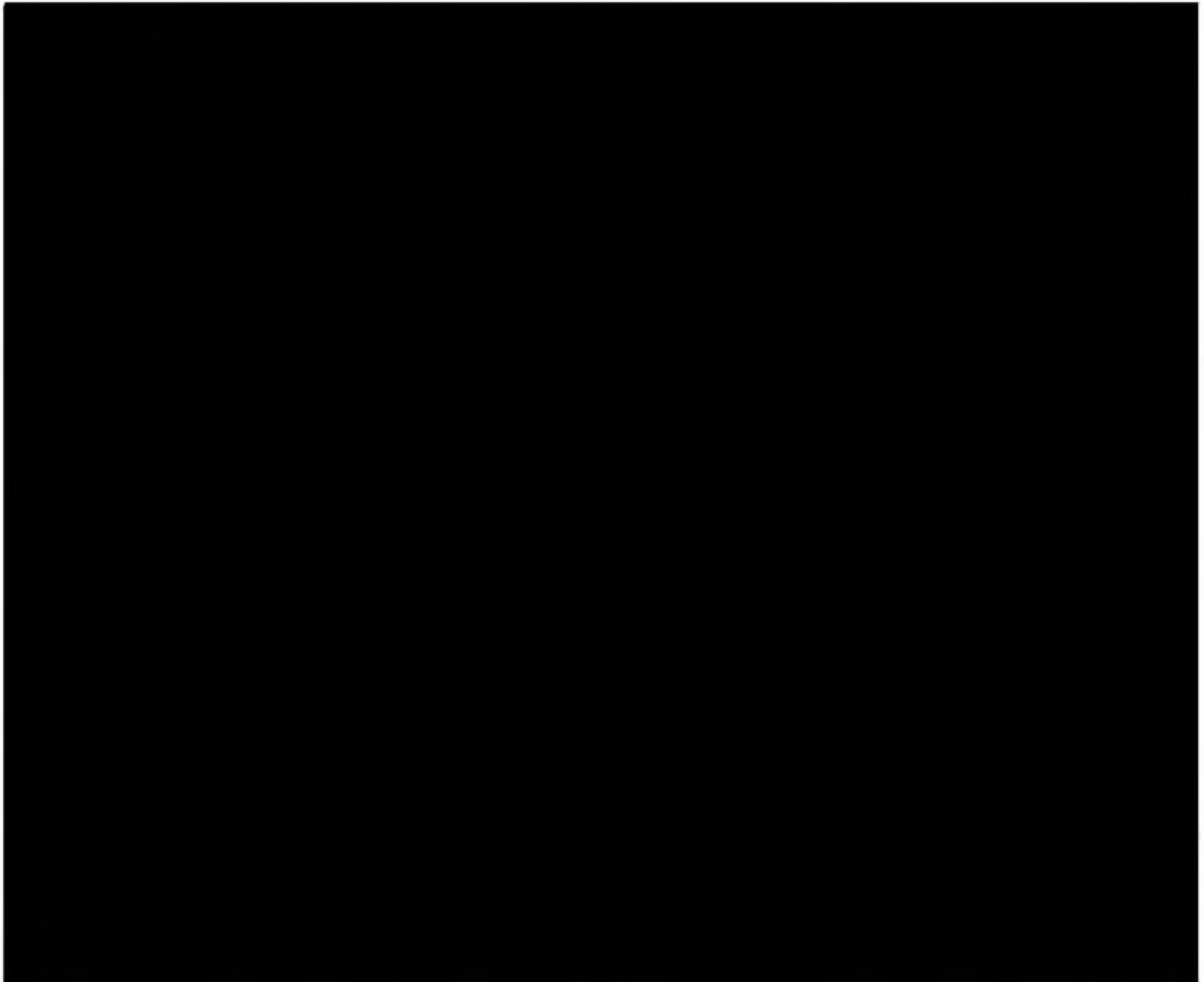


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JS 1.4(a)

- **(U) Termination Objectives.**



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OSD 1.4(a)(d)

JS 1.4(a)

DOS 1.4(d)

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• (U) Assumptions.

OSD 1.4(a)(d)

JS 1.4(a)

DOS 1.4(d)

6. (U) Europe.

a. (U) Level 2 Plans.

- (U) Develop a plan for U.S. participation and support to NATO in the execution of Article 5 collective defense operations against attacks on any NATO member-states.

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- (U) Develop plans for reinforcement and support of NATO in response to threats to the NATO treaty area and NATO "out of area" operations, including peace operations.

b. (U) Assumptions.



8. (U) **Planning Common to All Regional Combatant Commands.** Combatant commanders conduct appropriate level planning (Level 1 minimum) for the following if required by Unified Command Plan missions or extant circumstances:

- a. (U) Peacekeeping, peace enforcement, and support to peace operations.
- b. (U) Noncombatant evacuation operations.
- c. (U) Humanitarian assistance and disaster response operations.
- d. (U) Counter-drug operations.
- e. (U) Consequence management operations.

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## Section VI

### SCG and CPG Linkage

#### 1. (U) Security Cooperation.

a. (U) Security Cooperation encompasses all DoD interactions with foreign defense establishments to:

- Build defense relationships that promote specific U.S. security interests;
- Develop allied and friendly military capabilities for self-defense and coalition operations, including allied transformation;
- Improve information exchange and intelligence sharing to harmonize views on security challenges; and
- Provide U.S. forces with peacetime and contingency access and en route infrastructure.

b. (U) Ongoing security cooperation activities should contribute to overarching dissuasion and deterrence strategies delineated in contingency plans. Combatant commanders should exploit these activities' potential for deterring potential adversaries and setting the conditions for success in conflict.

c. (U) The Secretary of Defense will issue separate DoD Security Cooperation Guidance (SCG) for theater-level planning by the regional combatant commanders, functional combatant commanders, the service secretaries, and directors of other agencies.



#### 2. (U) Providing a Strategic Context.

a. (U) Cross-cutting strategic and regional objectives support Defense Policy Goals and are designed to give combatant commanders a strategic context within which to build their plans. They provide the linkage between the Security Cooperation Guidance and the Contingency Planning Guidance and support the achievement of national strategic goals. They help combatant commanders integrate peacetime activities with contingency

planning and align regional planning with broader goals. The objectives guide the development, linkage, and prioritization of the plans outlined in this document. They also inform efforts to plan for contingencies that might arise.

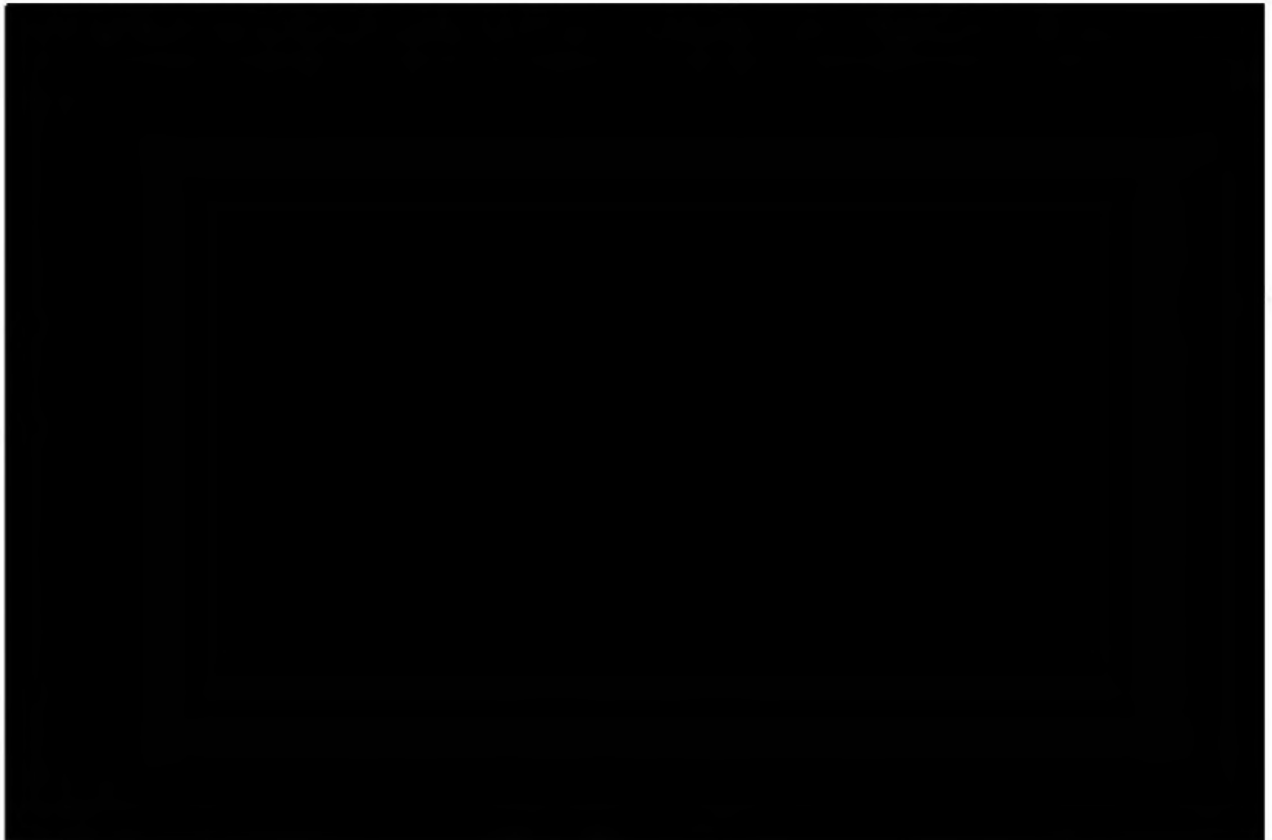
b. The CJCS, in consultation with the Combatant Commanders, Services, and USD(P), will develop and promulgate supporting military objectives as part of his planning guidance.

**3. (U) Trans-Regional Strategic Objectives.**

**a. (U) Combating Terrorism.**

- (U) Defeat terrorists and their organizations.
- (U) Deny sponsorship, support, and sanctuary to terrorists.
- (U) Establish conditions conducive to U.S. interests and hostile to those of terrorists.
- (U) Defend U.S. citizens and interests at home and abroad.

**b. (U) Combating Weapons of Mass Destruction and Delivery Means.**



OSD 1.4(a)

4. (U) Regional Objectives.

a. (U) Western Hemisphere.

- (U) Objectives for the United States.
  - ~~(S)~~ Deter and, if necessary, defeat attacks against the U.S., its territories, and possessions.
    - (U) Defend critical Defense infrastructure essential to force projection.
    - (U) Protect DoD installations and facilities, personnel, and resources against WMD threats.

OSD 1.4(a)

- (U) Foster regional partners' capabilities to conduct limited combined operations with minimal U.S. support, in the hemisphere and beyond.

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b. (U) Northeast Asia.



OSD 1.4(a)

- (U) Objectives for China and Taiwan.



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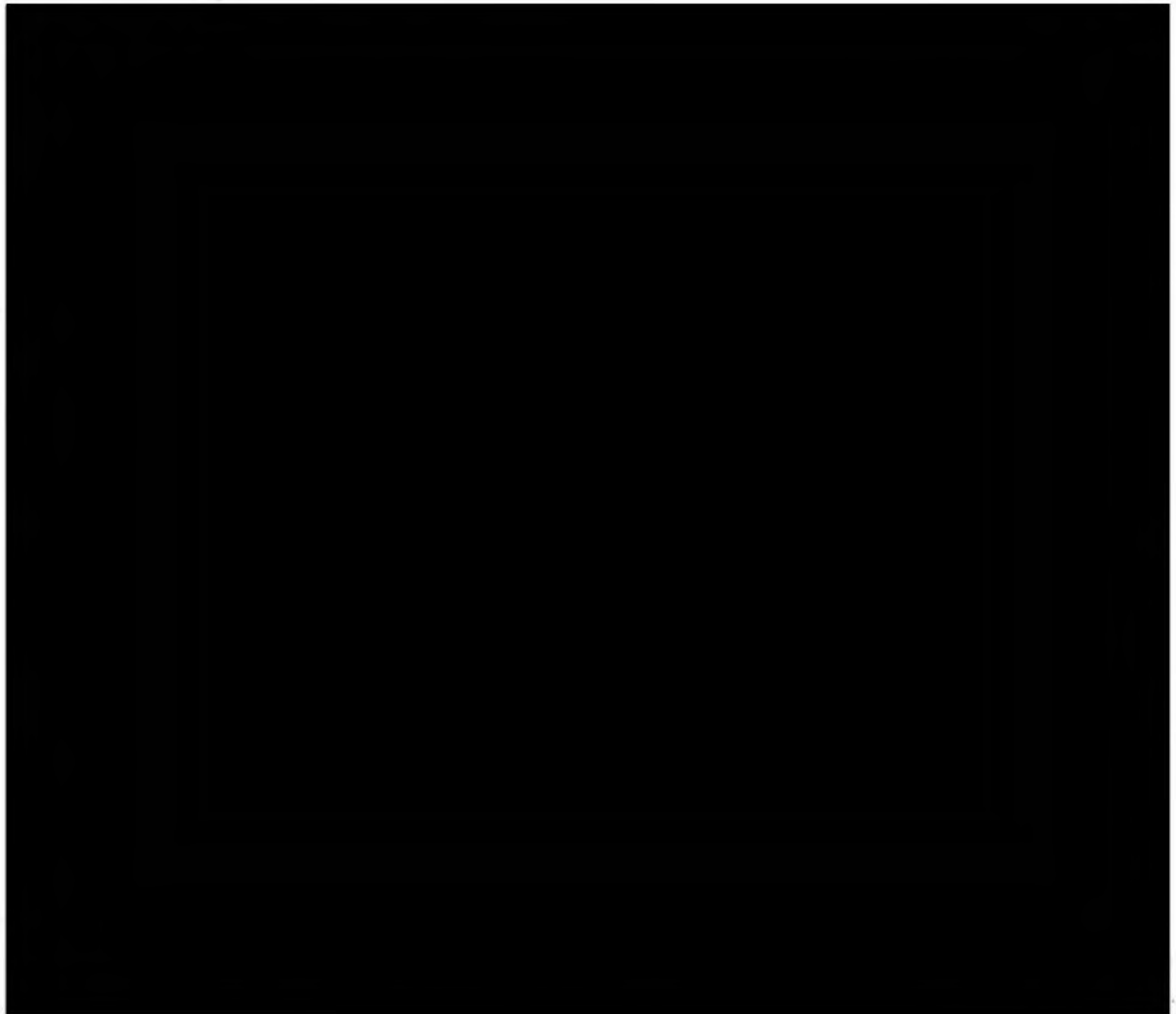
OSD 1.4(a)(d)

- (U) Objectives for Korean Peninsula.

DOS 1.4(d)

- (U) Maintain a stable military situation on the Korean Peninsula by deterring North Korean aggression. 

JS 1.4(a)



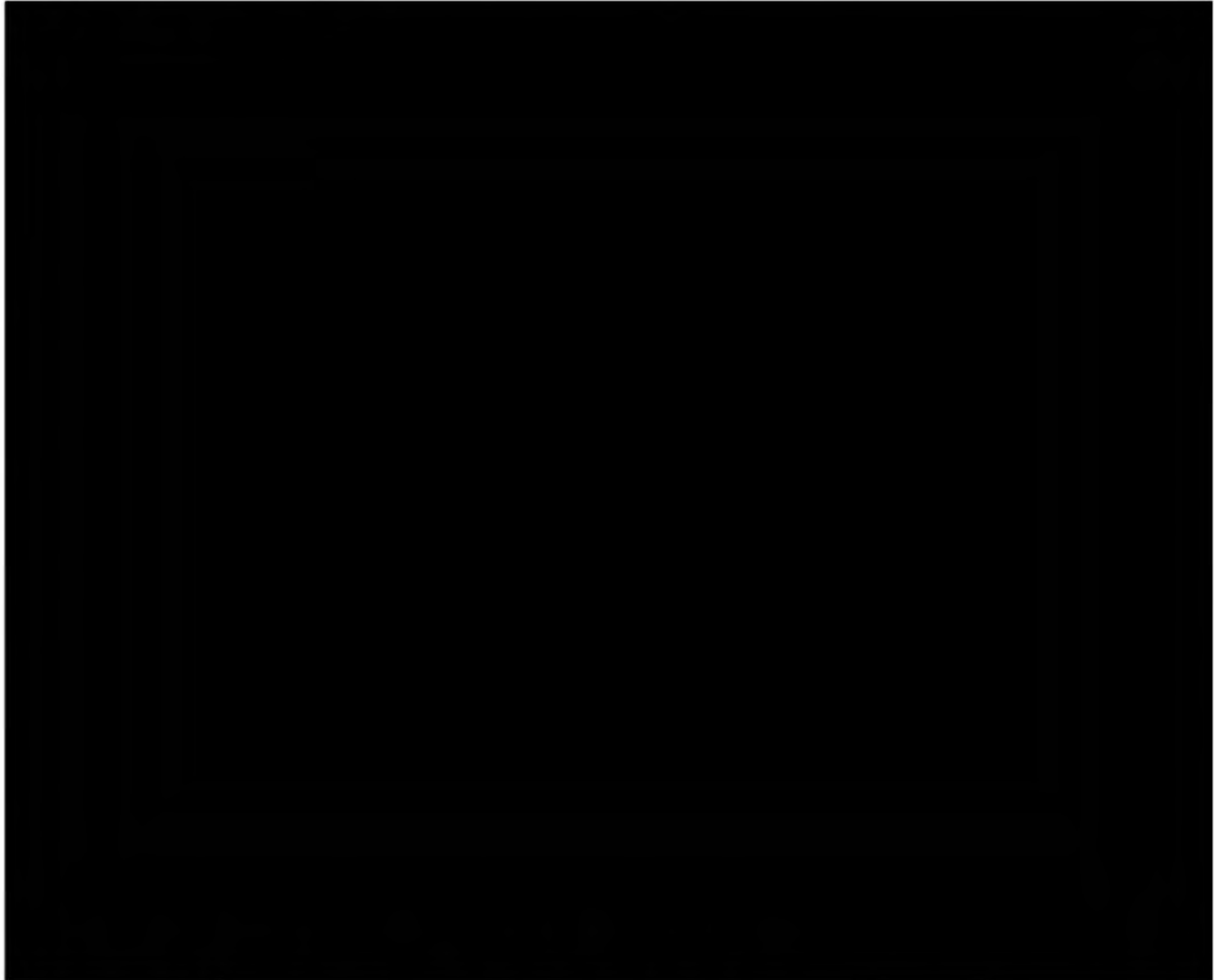
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**c. (U) Asian Littoral.**



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JS 1.4(a)

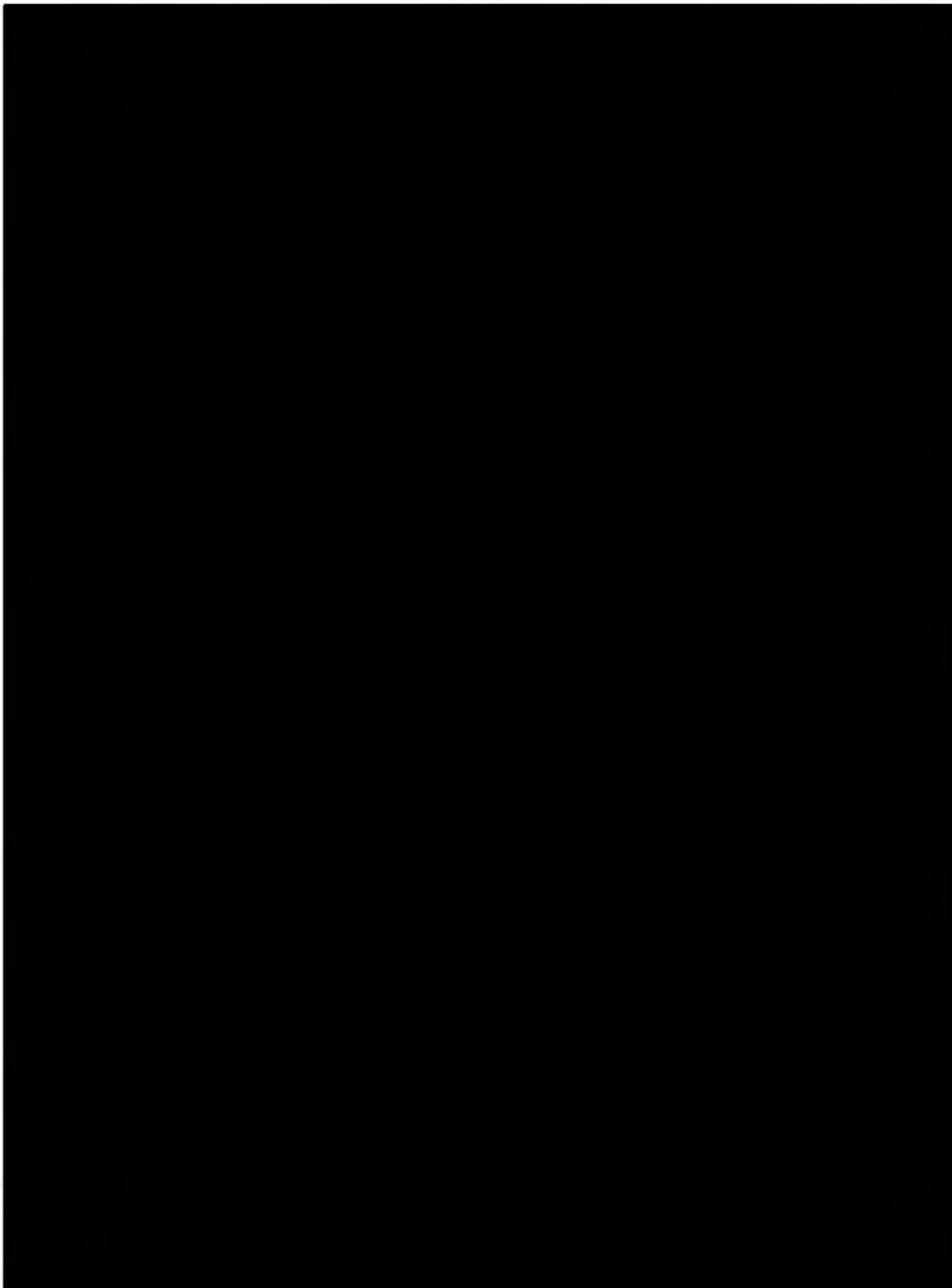
DOS 1.4(d)

**d. (U) Southwest Asia, Middle East, and North Africa.**



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OSD 1.4(a)  
JS 1.4(a)

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OSD 1.4(a)

JS 1.4(a)

**e. (U) South Asia.**



- (U) Ensure Afghanistan does not revert to a safe haven for terrorists, continues ongoing security cooperation with the U.S., and deters aggression or coercion while not threatening its neighbors.
- (U) Minimize the threat of war between India and Pakistan, particularly one involving the exchange of nuclear weapons. Support measures to increase the

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security and safety of Pakistani and Indian nuclear weapons and technologies consistent with international laws and treaties.

• [REDACTED]

[REDACTED]

[REDACTED]

OSD 1.4(a)

JS 1.4(a)

[REDACTED]

- (U) Secure Indian cooperation with the U.S. on global issues, including stability operations and counter-proliferation objectives, and strengthen cooperation to support U.S. interests in Asia and beyond. Foster the “Next Steps in the Strategic Partnership,” which focuses on four areas of cooperation: civilian space, civilian nuclear, high-tech trade, and missile defense.

[REDACTED]

- (U) Obtain India’s agreement to political dialogue with Pakistan on Kashmir.

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- (U) Encourage India to cooperate regionally and in multilateral forums on issues such as Iraq and Kashmir.
  - (U) Persuade India to enact and enforce reforms to put its export control system on par with international standards.
  - (U) Elicit India's commitment to prevent Hindu nationalist violence against Muslims and other minority communities.
- [REDACTED]

f. (U) Europe.

- (U) Preserve NATO's status as the principal Euro-Atlantic security institution with the U.S. as its leading member.
  - (U) Streamline NATO's command structure and improve its rapid response capabilities.
  - (U) Support NATO's Allied Command Transformation to spur Alliance transformation.
  - (U) Encourage common threat assessments.
- [REDACTED]

- (U) Ensure allied militaries achieve credible CBRN preparedness, including consequence management.
- [REDACTED]

- (U) Enhance the U.S.' strategic relationship with the United Kingdom.
- [REDACTED]

OSD 1.4(a)



[REDACTED]

- (U) Foster improved interoperability between the U.S. and the other members of NATO.

[REDACTED]

OSD 1.4(a)

- (U) Russia.
  - (U) Develop the new strategic framework with Russia.
  - (U) Encourage Russia to play a positive role in promoting improved regional and international security in concert with the U.S.

[REDACTED]

- (U) Encourage Russia to continue its pace of nuclear warhead reduction as agreed to in the Moscow treaty.

[REDACTED]

**g. (U) Central Asia.**

[REDACTED]

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i. (U) Sub-Saharan Africa.

OSD 1.4(a)



- (U) Promote professionalism in African militaries. Expand their capacity to respond effectively to local crises and provide basic security.



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## Section VII Planning Factors

### 1. (U) Concurrency.



OSD 1.4(a)

c. Combatant commands will work toward a goal of projecting required forces and capabilities, enabling the United States to fight two overlapping "Swiftly Defeat" campaigns with as few as 30 days separation. Combatant commands will identify the resources needed to meet this goal. Obstacles impeding achievement of this goal (e.g. prepositioned equipment, capabilities or forces, warning time, air and sea lift, etc.) should be addressed at in-progress-reviews (IPRs) with the Secretary and reflected in the combatant commanders' annual integrated priority lists (IPLs).



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[REDACTED]

[REDACTED]


OSD 1.4(a)

JS 1.4(a)

**6. (U) Forces: Apportionment and Allocation.**


[REDACTED]

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k. (U) When the U.S. is engaged in wars or lesser contingencies involving combat operations, assume the Secretary of Defense will suspend Individual-TEMPO (ITEMPO) constraints.

OSD 1.4(a)  
NSC 1.4(a)



o. (U) Services and U.S. Special Operations Command will account for any forces not combat ready because they are involved in transformation activities.





q. (U) Combatant commanders and the CJCS should coordinate with U.S. Transportation Command to identify the best way to move required capabilities/forces into theater. Update plans (including TPFDDs) as programmed mobility enhancements and force lift requirements change. Ensure the rapid implementation of joint deployment process improvements.

r. (U) To the greatest extent possible, plans should employ CONUS-based reachback capabilities (e.g., intelligence analysis and production; finance operations; personnel administration services; psychological operations analysis and product production; civil affairs; and information operations planning, analysis, production and assessment).

**7. (U) Alliance/Coalition Contributions.**



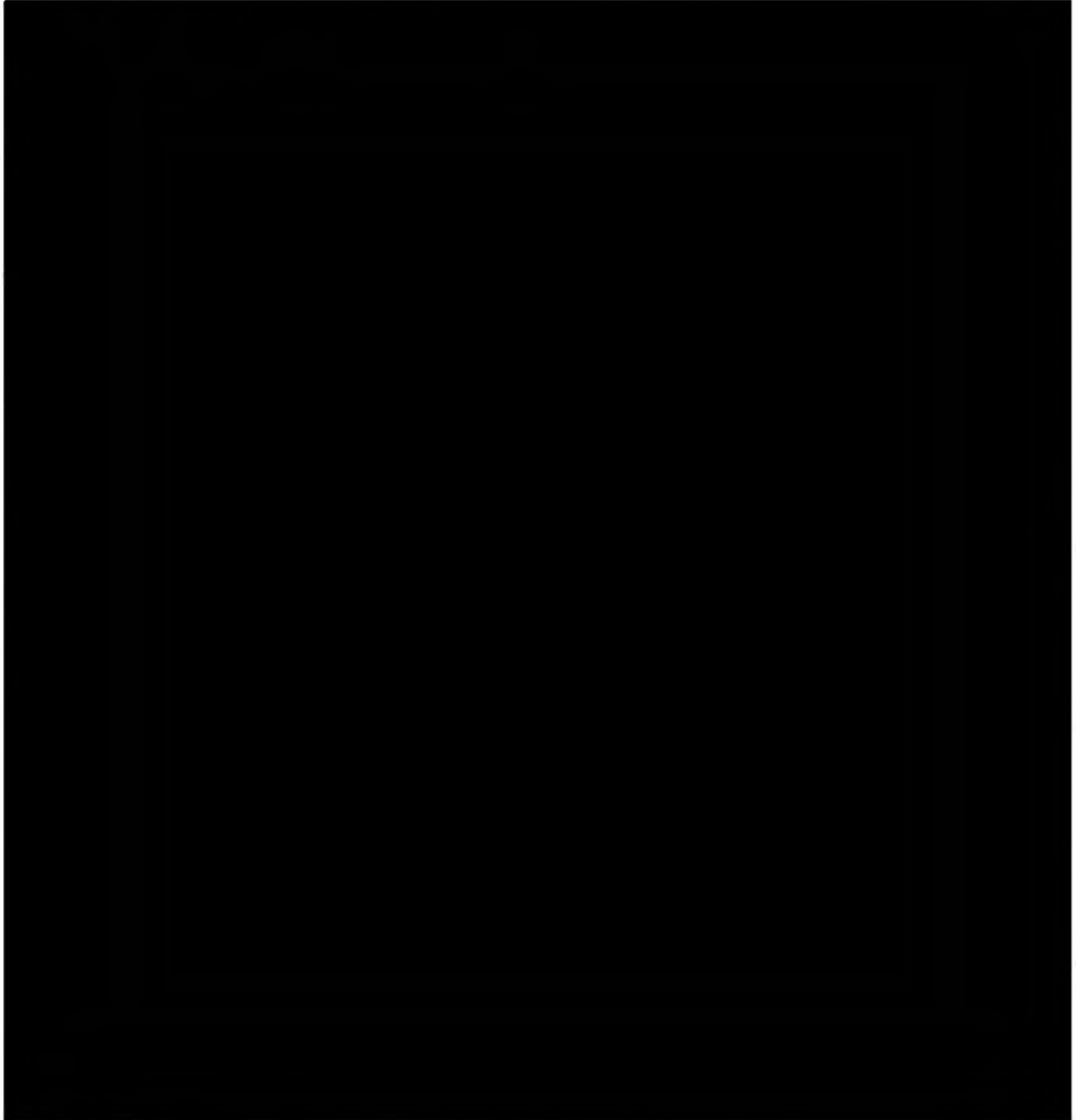
e. (U) Planners should identify any exceptions to national disclosure policy necessary for the execution of plans involving coalition partners who require access to sensitive or classified U.S. military information.

f. (U) To facilitate effective coalition operations, plans should identify or reference the combatant command's procedures for disclosing sensitive or classified US military information to allied or coalition personnel.

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## Section VIII Other Planning Requirements

### 1. (U) Combating WMD.



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OSD 1.4(a)

NSC 1.4(a)

**4. (U) Strategic Communication.**

a. (U) All plans should identify Strategic Communication themes and messages will complement broader USG public information campaigns to influence foreign audiences. USD(P) will provide combatant commanders strategic information guidance to ensure military information operations support overall USG themes, messages and Public Diplomacy efforts. Plans should ensure PSYOP and military support to public diplomacy are consistent with strategic information guidance.

b. (U) Plans should integrate full-spectrum IO capabilities (i.e., Psychological Operations (PSYOP), Computer Network Operations, Electronic Warfare, Operations Security and Military Deception) that will help gain and maintain decision superiority for U.S. and friendly forces and deny it to adversaries. Planning should address the strategic, theater, and tactical dimensions of Information Operations. It should also integrate IO into peacetime operations, dissuasion and deterrence activities, combat operations, and post-conflict activities.

c. (U) All plans should address the requirement for public affairs guidance, to include procedures for coordination of public affairs with information operations and public diplomacy. Public affairs activities should be integrated in all elements of plans (i.e., peacetime operations, dissuasion and deterrence activities, combat operations, and post-conflict activities).

d. (U) All plans should incorporate military deception that targets enemy decision makers. Deception operations should cause adversaries to act in a desired manner and to form inaccurate impressions about U.S. force capabilities or intentions. As appropriate, deception operations should be coordinated and integrated with broader government-wide activities.

**5. (U) Sensitive Targets.**

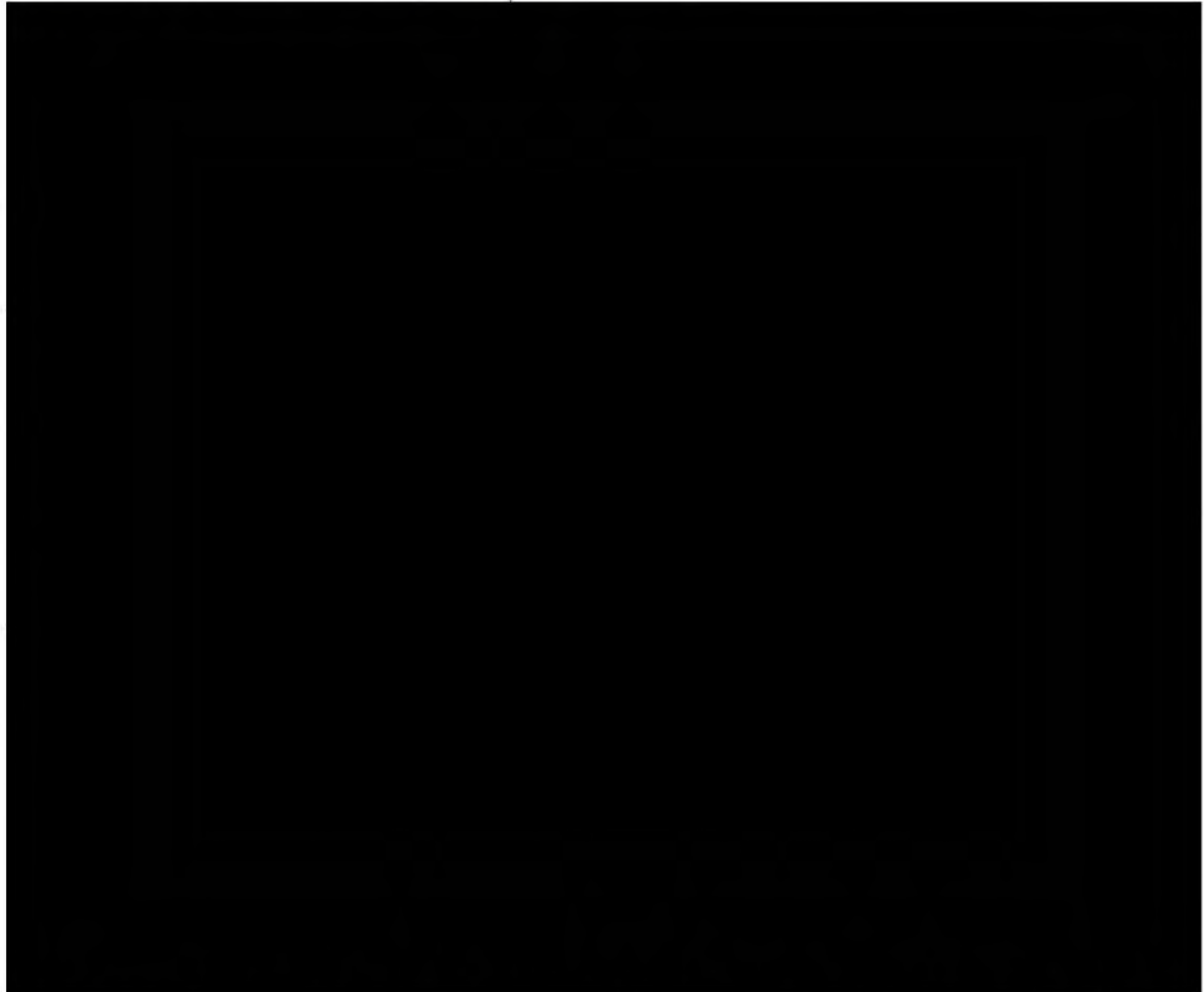


**7. (U) Interagency Consultation/Coordination.** Level 3 and 4 plans will include an annex on Interagency Coordination that identifies the combatant commander's initial requirements from other USG agencies. OSD in coordination with the CJCS will use this annex to attain or coordinate and attain interagency support, including intelligence and information sharing. The combatant commander should identify critical interagency requirements during the initial IPR for a plan.



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- a. (U) The annex should identify missions throughout the campaign that require interagency support.
- b. (U) As appropriate, prepare appendices to the annex by major issue category: diplomatic, humanitarian, economic, international public information, and law and order.
- c. (U) Combatant commanders should develop the Annex as the basis for a product that can be detached and more widely coordinated.



9. (U) **Anti-Personnel Landmine (APL) Use.** Abide by international law and the U.S. APL policy as reflected in relevant National Security Presidential Directives (NSPD).

10. (U) **No Chemical/Biological Weapons Use.** The U.S. has no offensive chemical or biological weapons. Abide by U.S. chemical and biological weapons policy, the Chemical Weapons Convention of 1993, and the Biological Weapons Convention of 1972. Executive Order 11850 provides guidance on the use of herbicides and riot control

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agents by US personnel. With advance authorization by the President, it permits use of riot control agents in defensive military modes during war to save lives.

11. (U) **Critical Infrastructure.** Commanders will identify and prioritize the physical and cyber infrastructure and associated network assets—national and commercial—critical to the successful execution of their plans. In accordance with existing DoD policy, commanders will coordinate with U.S. governmental agencies, host nations and commercial entities to assess and remediate infrastructure vulnerabilities that could adversely affect military operations and assure the availability and capability of infrastructure critical to the execution of plans.

12. (U) **Health and Environmental Concerns.** Plans will identify potentially significant short- and long-term effects on the safety and health of U.S. and allied troops and non-combatants. Identify potentially catastrophic environmental impacts of military operations and consider recovery/mitigation options to minimize long-term impacts on the environment. Planning should address responses to health emergencies and disease outbreaks.



b. (U) The CJCS should direct development of an Intelligence Campaign Plan (ICP) for each of the 11 top-priority plans. The ICP provides a comprehensive methodology for integrating intelligence into plans. Its purpose is to focus the efforts of the intelligence community on answering the commander's critical intelligence questions. At a minimum, the ICP should address intelligence operations and functions designed to address the commander's intelligence and intelligence resource requirements. It should provide an all-source collection and production strategy, methods to analyze success, and a dynamic intelligence estimate that is continually updated.



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[REDACTED]

15.(U) **Counterintelligence (CI).**

[REDACTED]

b. (U) Plans should contain a CI appendix. This appendix will identify CI requirements, focus CI capabilities from various DoD and USG components, and integrate them with the plans.

[REDACTED]

OSD 1.4(a)

17.(U) **Humanitarian Operations.** All plans should account for likely humanitarian operations from the initiation of a contingency through its termination.

[REDACTED]


19.(U) **Stability Operations.** Stability operations are critical to the success of "Win Decisive" campaigns and many "Swiftly Defeat" campaigns and lesser contingencies. When applicable, plans should address the full range of considerations for stability operations. Combatant commanders should identify stability operations requirements and potential shortfalls during appropriate SECDEF IPRs.

## Section IX

### Plan Development and Review

#### 1. (U) General.

a. (U) Plan development and review in this planning cycle is intended first to ensure that planning is done with sufficient rigor and detail to accomplish the missions assigned. It is also intended to initiate activities that will help the Department move from current deliberate and crisis action planning processes to an adaptive planning system.



c. (U) Commanders must strive to conduct planning activities in parallel; collaborate, and share information to achieve the timelines established in this document; and identify through the IPL and IPR processes where different or better products, processes, tools and human resource management can best help in making adaptive planning a reality.

d. (U) New processes and tools developed during the ongoing adaptive planning initiative will be implemented as they become available.

#### 2. (U) Strategic Guidance Statements.



#### 3. (U) Development of Plans.

a. (U) CJCS Guidance. Upon receipt of this CPG, the CJCS will develop planning guidance and force apportionment in close consultation with the USD(P) and promulgate it to the combatant commanders and Services as soon as possible. The CJCS should



ensure that guidance intended for combined plans is presented in a format releasable to the relevant allies.

b. (U) Top 11 Priority Plans. In order for plans to be relevant to the strategic and political environment, combatant commanders should submit their top priority plan for approval in less than 1 year (with a goal of six months) from the publication of the CJCS Planning Guidance and delivery of the appropriate Strategic Guidance Statement(s) or appropriate combined guidance document (e.g., MCM, SCM, etc.). Combatant commanders who have more than one top-priority plan will submit their remaining plans in order of priority, completing each of them in less than one year, with a goal of six months. As a general rule commanders will complete top-priority base plans before developing their branch or supporting plans. Combatant commands and organizations will be prepared to bring approved Level 3 plans to Level 4 detail within 60 days of a SECDEF order to do so. Timelines for plan submission and IPRs may be separately adjusted with the SECDEF when combatant commanders are involved in major ongoing operations/campaigns.

c. (U) Lesser Priority Plans. Where necessary to support completion of the eleven top priority plans to the specified level of detail, commanders may defer development of lesser priority plans. Such plans should be submitted no later than two years from the publication of the CJCS planning guidance. Where existing plans adequately meet the planning requirements of this document, they should be maintained or updated as necessary.

d. (U) Iterative Planning. Combatant commanders should be prepared to plan iteratively with the CJCS to refine their apportioned forces as they develop their plans.

e. (U) Coordination with other combatant commands, services, DoD agencies, and other U.S. government agencies should begin in the initial planning stages for trans-regional plans and plans for threats in the vicinity of UCP boundaries.

#### 4. (U) In-Progress Reviews (IPRs).

a. (U) The purpose of IPRs is to stimulate dialogue between the supported combatant commander, the Secretary and other appropriate senior leaders. This dialogue will shape the plan as it matures.

b. (U) Combatant commanders responsible for the 11 highest priority plans will provide the Secretary of Defense, via the CJCS, with regular IPRs of their respective planning efforts. IPRs should be scheduled at critical junctures in planning until the plan is approved at the level of detail specified in this document.



c. (U) At a minimum the initial IPR should address the plan's Strategic Guidance Statement and the commander's mission analysis. It should also be used to begin a dialogue on interagency coordination requirements and ground rules.

d. (U) Subsequent IPRs should review the plan's concept, unsourced requirements, risk, and critical planning issues (e.g., deception, interagency planning requirements, special access programs, use of reachback capabilities, ISR adequacy, logistics and transportation feasibility, forces, options, stability operations requirements, etc.).

e. (U) Combatant commanders will brief their completed plans to the SECDEF after submission and review. Assigned branch plans will be briefed as necessary.

f. (U) Additional IPRs may be directed by the SECDEF or requested by Combatant Commanders.

g. (U) CJCS and USD(P) will assist the SECDEF in reviewing the combatant commander's products before scheduled IPRs.

h. (U) The Secretary may choose to delegate IPRs to the Deputy Secretary of Defense, USD(P) or CJCS.

i. (U) The USD(P) is responsible for scheduling IPRs, coordinating IPR agendas, and promulgating after action memoranda that capture decisions or modifications to guidance.

#### **5. (U) Secretary of Defense Approval of Plans.**

a. (U) Consistent with review and control procedures established between the Secretary of Defense and the CJCS, the CJCS and USD(P) will review all contingency plans, satisfying Sections 113(g)(2), 134(b)(2) and 153(a)(3) of Title 10 of the U.S. Code.

- (U) This review is intended to ensure that plans are based on valid assumptions, are consistent with U.S. national security objectives, and conform to policy guidance from the President and Secretary of Defense.
- (U) The review serves to assist the Secretary in assessing current force capabilities to achieve national security and policy objectives.
- (U) The Secretary of Defense may deem it appropriate that certain particularly sensitive plans and concepts may initially be reserved solely for his, CJCS, or USD(P) review.

b. (U) OSD and the Joint Staff will complete their respective formal staff reviews of plans submitted for SECDEF approval within 30 days of receipt of the plan.



c. (U) Level 1 plans common to all regional combatant commands as outlined in Section V, Paragraph 8, will not be submitted for SECDEF review unless an imminent contingency requires their implementation.

d. (U) Combatant commanders responsible for the 11 top-priority plans should brief their completed plans to the Secretary of Defense or his designated representative as soon as each is reviewed by the CJCS and the USD(P).

e. (U) Lesser priority plans will be briefed to the SECDEF's designated representative for approval.

f. (U) Combatant commander plan approval briefings should address the following:

- (U) Key President/Secretary of Defense decisions, including those associated with deterrent measures, mobilization, declaratory policy, initiation of operations, conduct of operations, and war termination.

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NSC 1.4(a)

- (U) Critical interagency coordination requirements for successful execution of the plan.

- (U) Risks associated with the plan, to include the impact of identified sustainment shortfalls.

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[REDACTED]

1. (U) Level 2 Plan.

[REDACTED]

OSD 1.4(a)(d)

2. (U) Termination Objectives.

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3. (U) Assumptions.

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**2. (U) Termination Objectives.**

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**3. (U) Assumptions.**



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Chief, Records and Declass Div, WHS  
Date: 27AUG2024

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Date: 27AUG2024 Authority: EO 13526 + 5 U.S.C. § 552  
Declassify: Declassify in Part: X Deny in Full:  
Reason: 1.4(a)(b)(c)(d)(f)  
MDR: 15-M-1985

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