CHAPTER 4. PLANNING

Planning is the act of envisioning a desired end state and determining effective ways of achieving that goal. It supports the commander in making decisions in a time-constrained and uncertain environment. To attain the desired end state, the joint community and the Marine Corps have developed highly structured, comprehensive, and compatible planning procedures. Operational logistic planners on the MARFOR, MEF, and FSSG staffs participate along with other functional specialists in determining the best plans to accomplish the mission. They must work closely with MAGTF and joint force planners to coordinate and synchronize mutually understood and supportable plans.

Objectives

The objective of operational-level logistic planning is to match the Marine Corps deployment and sustainment activities and joint logistic systems with the requirements of the MAGTF. Through participation in the planning process, logisticians gain situational awareness and compile ready, relevant, and realistic data to support deliberate or time-sensitive planning requirements. Detailed planning outlines the means of providing CSS to the MAGTF based on the conceptual and functional planning goals and objectives.

Conceptual

Conceptual planning establishes goals, objectives, and the broad schemes for achieving them. Participation in conceptual planning enables the operational-level logistic planner to ensure operational concepts are supportable and shapes the requirements for preparing functional and detailed plans. Conceptual planners must—

- Integrate logistic requirements with existing plans and annexes.
- Determine basic, broad mobilization, deployment, and sustainment requirements.
- Determine theater organization and conduct logistic preparation of the theater.
- Consider battlespace geometry, real estate requirements, movement control, and their impact on logistic bottlenecks.
- Determine critical and vital supplies.
- Allocate resources.

Functional

Functional planning designs supporting plans for discrete logistic activities such as deployment plans, marshalling and movement plans, sustainment plans, and concepts of logistics and CSS. Marine Corps functional planning usually encompasses force deployment planning and sustainment planning, which are two logistics-related planning areas critical to the development and maintenance of combat power. Maintaining a single battle approach, functional planners focus on logistics to—

- Provide instructions or guidance for redistributing assets from low- to high-priority organizations within the command.
- Source known requirements and anticipate unidentified requirements.
- Determine size and location of logistic facilities and units.
- Provide efficient means to retrograde, repair, and redistribute critical items.

Tasks

Coordinating and managing operational-level logistic functions involves support activities required to sustain campaigns and major operations. Theater logistic organizations provide resources by identifying or developing intermediate and forward support bases, establishing an effective transportation...
system, coordinating with joint operational logistic infrastructure in theater, and supporting force closure. The MARFOR is responsible for coordinating and supervising the following planning tasks:

- Identifying force logistic requirements.
- Coordinating and supervising force closure and onward movement.
- Organizing MARFOR logistic support through the COMMZ.
- Developing agreements with other component commands and participating in component command-level working groups.
- Continuously refining force personnel, sustainment, transportation, and reception requirements.
- Informing the JFC of changes in logistic requirements that might affect Marine Corps operations.
- Sourcing MARFOR requirements from the Marine Corps, other Service components, joint, HNS, or multinational agencies.
- Allocating intratheater transportation assets.
- Developing theater facilities.
- Implementing ACSAs to fill MAGTF requirements and coordinate HNS.
- Coordinating MARFOR contingency contracting with the JFC chief of contracting.
- Coordinating and integrating HSS in the theater of war with the JFS or senior medical regulating authority.
- Coordinating and supervising reconstitution and redeployment.
- Ensuring the effectiveness and economy of Marine Corps operational-level logistics.
- Developing and coordinating a plan for RBE.

**Processes**

Operational-level logistic planners participate in the Marine Corps Planning Process (MCPP) and use JOPES for deliberate and crisis action planning. The MCPP is an internal planning process used by the Marine Corps operating forces. Marine Corps Warfighting Publication (MCWP) 5-1, *Marine Corps Planning Process*, describes the MCPP, which is aligned with and complements, the joint planning processes found in JP 5-0, *Doctrine for Planning Joint Operations*. When designated as a JFC or preparing a supporting plan to a campaign, a commander and staff use JOPES and the MCPP. Plans, orders, and reports should adhere to JOPES formats.

**Joint Operation Planning and Execution System**

Joint operation planning encompasses planning activities required for conducting joint operations. These activities include the mobilization, deployment, employment, sustainment, and redeployment of forces. Conducted under JOPES policy, procedures, and automated data processing support, joint operational planning is a coordinated process used by a commander to determine the best method of accomplishing the mission. In peacetime, the process is called deliberate planning. In crises, it is called crisis action planning.

There are three types of planning at the joint level: deliberate planning, crisis action planning, and campaign planning. Deliberate and crisis action planning have distinct processes. Campaign planning uses the deliberate and crisis action processes for developing plans.

The TPFDD is the database portion of an OPLAN contained in JOPES. It contains time-phased force data, nonunit-related cargo and personnel data, and movement data for the OPLAN. The TPFDD contains the following information:

- In-place units.
- Deploying units to support the OPLAN with a priority indicating the sequence for their arrival at the port of debarkation.
- Routes of deploying forces.
- Movement data of deploying forces.
- Estimates of nonunit-related cargo and personnel movements to be conducted concurrently with the deployment of forces.
Estimate of transportation requirements that must be fulfilled by common-user lift resources and those requirements that can be fulfilled by assigned or attached transportation resources.

Force Deployment Planning and Execution

Marine Corps planning and execution have been described as force deployment planning and execution (FDP&E). FDP&E supports the maneuver of forces and their sustainment within a battlespace based on the concept of employment. A total operational effort, FDP&E includes the planning and execution of logistic tasks to support mission accomplishment. See Marine Corps Order (MCO) P3000.18, Marine Corps Planners Manual, for a detailed description of FDP&E.

Principal Planning Agencies

Operational-level logistic planning is in the realm of the combatant command-level COMMARFOR and logistic staff, and the MAGTF commander and logistic staff. The combatant command-level MARFOR and MEF are higher-level commands that have specialized planning staff elements and organizations to conduct planning. Lower-level commands consist of subordinate MARFORs, MEB, SPMAGTF, ACM, MEU, and their CSSEs. At the lower level, the unit’s commander and primary staff officers conduct most planning. Because resources, information, and time available for planning are usually limited at the lower command levels, planning organizations are formed or adapted to meet conditions.

Higher-level commands have a specialized planning staff to conduct current and future operations planning. Operational-level logistic planners participate in the organization’s activities and teams that conduct planning at the Marine component command and MAGTF level. Figure 4-1 on page 4-4 illustrates the planning organizations and relations of the MARFOR, MLC, MEF, and the joint force.

Plans Section

This section plans the command’s next mission, next phase of the campaign, or peacetime deliberate planning and serves as the link between HHQ and future operations. Upon receipt of a mission from HHQ, future plans initiates planning and develops an outline plan. Plans section may focus on a phase of a campaign, develop reconstitution requirements, or plan redeployment. Normally, the G-5 has staff cognizance over the plans section.

Future Operations Section

Future operations is the focal point for the planning process. It takes the outline plan from the plans section and uses it as the basis for further planning and development of orders and fragmentary orders. Depending on the level of command and HHQ battle rhythms, future operations have a 24- to 96-hour planning horizon. The G-3 has staff cognizance over the future operations section, which interacts with the intelligence collection process.

Future operations section creates OPORDs and branch and sequel plans. It assists the commander in developing commander’s critical information requirements (CCIR), which express the commander’s critical needs for information about the enemy, friendly activities, and the environment. In addition, future operations section provides input to HHQ PDE&A cycles (e.g., air tasking order, intelligence asset tasking cycle).

Operational Planning Team

Plans and/or operations may form an operational planning team (OPT) to conduct integrated planning. The OPT is normally built around a core of planners from future plans and/or future operations and includes staff representatives from the
Current Operations Section

The current operations section coordinates and executes the OPORD, prepares and transmits tactical orders, monitors operations, tracks CCIR, reports relevant information to the commander, and analyzes battlespace information. Based on the situation, current operations, commander’s intent, and battle feedback, this section modifies orders, refines branch plans, generates new COAs and/or plans, and issues tactical orders. The G-3 has staff cognizance over the current operations section.

Crisis Action Team

During the initial stages of a crisis, the G-3 usually task-organizes the crisis action team (CAT) to rapidly collect and manage information. To support the commander’s primary concern for force readiness and deployment planning in the initial stage of a crisis, the CAT may initiate the planning process, develop situational awareness, and access previously prepared and emerging planning products from JOPES. For extended operations, the planning and execution functions of the CAT will transition to the current operations, future operations, and plans sections.

Concept of Logistics

The concept of logistics is a statement, in a broad outline, of how a commander intends to support and integrate with the concept of operations during an operation or campaign. The statement provides a general discussion of how the operation will be logistically supported and integrated with other critical concepts (e.g., the concept of maneuver, fires, and force protection). It should be composed with enough depth to ensure that subordinate commanders and staffs understand the envisioned logistic operations. The concept of logistics should describe the organization and positioning of operational logistic assets to execute the mission. The concept may include planned employment of other Service and nation logistic/CSS forces, HNS logistic capabilities, and/or LOC operations.
The concept of logistics is developed concurrently with the concept of operations. The concept of operations is a description of the operation and includes a statement of a commander’s intent for an operation or series of operations and is the basis for supporting concepts such as the concept of logistics. The concepts of operations and logistics evolve from the early steps of the planning process, which culminates in the commander’s selection of a COA. The selected COA serves as the basis for the commander’s estimate, while the analysis of that COA formulated in the logistic estimate serves as the basis for the concept of logistics.

**Intelligence**

Providing knowledge on the theater environment and potential enemy activities, intelligence builds situational awareness and insight into the nature of operational logistic limitations and challenges facing MARFOR commanders. Commanders use intelligence products to devise workable, flexible plans; make sound and timely decisions; monitor events to ensure proper execution; and modify decisions quickly in response to changing situations or to exploit fleeting opportunities. A detailed list of possible logistic intelligence requirements (IRs) can be found in the *Generic Intelligence Requirements Handbook (GIRH)* available through the Marine Corps Intelligence Agency and other intelligence agencies.

Logistic IRs focus on the study of roads, rails, bridges, tunnels, fords, choke points, ports, airfields, and infrastructure and how they tie together in support of logistic operations. A majority of logistic intelligence studies are prepared using open-source historical and encyclopedic data. A logistic infrastructure study helps identify—

- Water sources.
- Local communications systems.
- Local transportation systems.
- Bridges.
- Tunnel restrictions.
- Waterway capabilities.
- Road networks.
- Local sources of supply.
- Power production facilities.
- Medical assistance programs.
- Food distribution networks.
- Capability for care of displaced persons.

**Environment**

Knowledge of the theater environment, to include infrastructure, weather and terrain, medical, and host-nation populace intelligence, is a critical requirement for operational logistic planners. The quality of the theater’s resource and physical networks affect the size and composition of the MAGTF’s CSSE and the MLC, the amount of resources required from the strategic base, and the level of effort needed to establish a theater distribution network.

**Infrastructure**

Infrastructure intelligence is information on existing infrastructure, such as ports, factories, fuel, water sources, LOC, medical facilities, and other in-country resources that can be used to support logistic operations.

**Weather and Terrain**

Weather and terrain affect resource consumption and logistic operations. Weather information addresses the weather conditions prevailing, or predicted to prevail, over the theater of operations. Terrain analysis consists of the collection, evaluation, and interpretation of geographic information on the natural and manmade features of the terrain, combined with other relevant factors, to predict the effect of the terrain on military operations.
**Medical**

Medical intelligence is required to ascertain theater medical capabilities and the medical threat to the MARFOR. The intelligence from the collection, evaluation, analysis, and interpretation of foreign medical, bio-scientific, and environmental information is of interest to strategic planning and to military medical planning and operations for the conservation of the fighting strength of friendly forces and the formation of assessments of foreign medical capabilities in both military and civilian sectors.

**Host Nation Populace**

Intelligence about the populace, their capabilities, and attitude toward U.S. Forces has a significant impact on logistics. A receptive, friendly populace may be able to provide dependable labor, supplies, and contract services.

This can reduce footprint and enhance flexibility, responsiveness, and economy of logistics. A hostile environment not only dictates organic provision of supplies and logistic services, but it also increases the threat in rear areas and along LOC.

**Threat**

An accurate picture of the enemy is critical to logistic operations. Analysis of the threat can also help logisticians anticipate requirements (e.g., mobility infrastructure repair capabilities, medical threats from specific types of munitions). Hostile activities can impede movement, destroy logistic stockpiles, and close airports and seaports. Hostile actions can render invalid logistic support assumptions made during deliberate planning. Threat information should include enemy logistic capabilities.

 Logistic planners use the threat information to recommend enemy stockpiles and equipment for capture or destruction. The intelligence threat assessment also identifies threat shortfalls so appropriate steps can be taken to safeguard friendly like items against capture or sabotage.

**Collection Support**

Certain intelligence activities—such as interrogation of EPW and the recovery and evacuation of enemy equipment—require logistic support and/or coordination with MARFOR and MLC logistic planners. The Marine Corps component is the theater focal point for planning and the source for operational-level logistic intelligence. Through representation and coordination with theater intelligence boards, agencies, and headquarters, the Marine component expresses IRs and ensures that intelligence products are directly provided to the MAGTF, the MLC, and other assigned or attached forces. The Marine Corps component coordinates intelligence collection requirements, such as EPW interrogation and captured enemy equipment (CEE), to support the joint force collection plan.

**Enemy Prisoner of War**

Normally, the Army component commander, or MARFOR, will be designated to establish an EPW compound that will include facilities and logistics for a collocated joint interrogation and debriefing center (JIDC). To establish a JIDC with an EPW compound, MARFOR logistic and intelligence planners must coordinate their efforts.

**Captured Enemy Equipment**

The recovery and evacuation of CEE is a command responsibility. The proper handling of CEE requires close coordination among operations, logistic, and intelligence departments. Enemy materiel captured by U.S. military personnel is the property of the U.S. Government and must be protected from theft, cannibalization, use as souvenirs or war trophies, and recapture by enemy forces. The MARFOR coordinates CEE handling and recovery procedures with the joint force.
Sources

During the planning process, Marine Corps component, MLC, and FSSG planners can request or obtain operational-level logistic intelligence by using intelligence preparation of the battlespace (IPB), intelligence production organizations, and organic unit human intelligence sources.

Intelligence Preparation of the Battlespace

IPB is an analytical methodology employed to reduce operational uncertainties concerning the enemy, environment, and terrain. IPB builds an extensive database for each potential area where a unit may be required to operate. The database is analyzed in detail to determine the impact of the enemy, environment, and terrain on operations. Planners use HHQ’s IPB products during mission analysis and update the IPB during the planning process.

Production Organizations

The following intelligence production organizations provide logistic intelligence on seaports, airfields, threat, noncombatants, and infrastructure:

- Defense Intelligence Agency (DIA).
- Operational Intelligence Coordination Center.
- USTRANSCOM.
- Marine Corps Intelligence Agency.
- National Imagery and Mapping Agency.
- Central Intelligence Agency.

Organic Unit Human Intelligence

During operations, tactical organizations such as CSSEs can be an excellent source of intelligence updates. Convoys, mobile CSSEs, and individual drivers (military and local contracted) travel throughout the AO on a daily basis. These units can provide updated information on the location and status of roads, trails, and waterways to update map products. MARFOR and FSSG logistic planners should establish feedback plans to take advantage of this source of intelligence updates.

Host-Nation Support

HNS is the civil and/or military assistance rendered by a nation to foreign forces within its territory during peacetime, crises, emergencies, or war based on agreements mutually concluded between nations. The development of HNS agreements is usually based on a status-of-forces agreement between the host nation and the United States. Such agreements are normally umbrella-type agreements, augmented by technical arrangements that detail the specific support to be provided and the type/amount of reimbursement. In some cases, reimbursement may not be required because the host nation recognizes the importance of foreign forces on their territory and considers their HNS to be a contribution to the security arrangement. Each country or region is unique in its approach to HNS. In the absence of a formal support arrangement, the MAGTF can contract local supplies and services in the AO.

HNS agreements are usually established in diplomatic channels, however, during crises, the geographic combatant commander may request authority to negotiate bilateral agreements.

Logistic planners identify, evaluate, and determine host-nation sources of supplies and services to be used during the operation. Information on existing agreements can be obtained from existing OPLANs and from requests to HHQ for information formulated during the mission analysis phase of planning. Information regarding HNS can also be obtained from legal and civil affairs units, the DIA, the appropriate area LNO at the Defense Security Cooperation Agency, and from contact with local authorities in the host nation. The types of support that can be obtained and/or contracted from a host nation include—

- Transportation.
- Civilian labor.
- Rear area protection.
- Acquisition of equipment.
- Airlift services.
- Port services.
- Clothing.
- Base operations support.
- Calibration services.
- HSS.
- Facilities.
- Petroleum, oils, and lubricants (POL).
- Food.
- Communications.
- Storage services.
- Billeting.
- Maintenance services.
- Construction equipment.

**Contingency Contracting**

U.S. Forces have the ability to contract goods and services directly from the local economy. In arranging support for the MAGTF, the MARFOR may use contingency contracting to obtain goods and services. The level of support differs from country to country and must be thoroughly analyzed by the MARFOR during the planning process and constantly reassessed during employment. The MARFOR must weigh the impact of contingency contracting on the local economy.

Contracting may compete for scarce resources, strain the local economy, and exacerbate an already unstable situation. The CINC or combined headquarters may establish a centralized contingency contracting office that coordinates contracting activities. Joint contracting helps to keep prices down, minimize negative impact on the local economy, and settle conflicts between Services.

Contingency contracting is performed during military operations in an overseas location following the policies and procedures of the Federal Acquisition Regulatory System. Marine Corps contractors may acquire supplies and services from theater resources such as NGOs, foreign governments, and individual civilian providers. Planning should address theater sources and the early deployment of contingency contractors to a theater of war. Contracting in the operations area must be coordinated with the overall operations concept to ensure logistic measures do not compromise other facets of the operations. Enemy forces can use contracting to gather information of U.S. Forces’ strength, movement plans, arrival timelines, and billeting locations.

Logistic shortfalls will likely occur early in the deployment of a force. To offset this possibility, a contingency contracting capability should be established as soon as possible. Contracting officers assigned to an expeditionary operation should have a basic understanding of the legal authorities, funding practices, and the duties of contingency contracting.

Unlike HNS, in-country sources do not have formal agreements between nations that planners can easily obtain and analyze as potential sources of support. Information on local sources is harder to determine but can be obtained from the same sources as HNS.

The following considerations influence planning for the early deployment of contracting personnel:

- Protection of contractor personnel.
- Assignment of an in-theater head of contracting activity for U.S. Forces participating in the operation.
- Use of third country subcontractors and/or personnel.
- Limitations on the physical presence of contractors (i.e., boundaries within which contractors are to operate).
- Payment of customs duties by contractors when entering the country.
- Payment of corporate and/or individual taxes.
- Payment by contractors of taxes on goods bought within the country/AO.
Environmental matters such as transportation and disposal criteria and locations for hazardous waste and scrap.

**Acquisition Cross-Service Agreements**

ACSAs are bilateral agreements used for the mutual exchange of supplies and services. The purpose of ACSA is to further the CINC’s strategy of cooperative engagement by promoting interoperability, enhancing operational readiness, and providing cost effective mutual support.

**Types of Authority**

The proposed ACSA with a given country must be in the interest of U.S. National security per consultation between the Secretary of Defense (SECDEF) and the Secretary of State. Two types of authorities within ACSA are acquisitions and cross-service agreements.

**Acquisition**

Unified combatant commands determine eligibility for acquisitions. SECDEF can authorize acquisition of supplies and services from those countries that—

- Have a defense alliance with the United States.
- Permit stationing of U.S. Forces or home porting of U.S. naval vessels.
- Allow pre-positioning of U.S. materials.
- Host exercise or other military operations (U.S. Military Forces acquiring supplies and services directly from eligible countries and organizations do not require an ACSA).

**Cross-Servicing Agreements**

Applicable supplies and services are acquired or transferred by the United States on the basis of reimbursement, replacement in kind (RIK), or exchange of supplies or services of an equal value. For non-NATO countries to participate in this program, SECDEF must designate the country. This requires an ACSA agreement. The SECDEF submits notice of the intended designation to congressional committees 30 days in advance.

After SECDEF designation, unified combatant commands negotiate cross-service agreements. Services or components negotiate implementing arrangements with counterparts. An implementing arrangement provides the mechanics and points of contact to make the ACSA work. Accounting, reporting, billing, and collecting are Service responsibilities.

**Supplies and Services**

The ACSA covers supplies, services, and support, including airlift. Repayment is by reimbursement, RIK, or equal value exchange. Components can use the ACSA for obtaining the following supplies and services:

- Food.
- Transportation, including airlift and helicopter support.
- Clothing.
- Medical services.
- Base operations support.
- Facilities usage.
- Spare parts/components.
- Port services.
- Billeting.
- POL.
- Communications services.
- Ammunition.
- Storage services.
- Training services.
- Repairs and maintenance.
Planning Documents

Several planning documents in the MCPP and joint planning process are essential for logistic planning. Instructions and formats for command and staff estimates, OPLANS, OPORDS, and annexes, and appendixes are contained in MCWP 5-1 and Chairman Joint Chief of Staff Manual (CJCSM) 3122.03, *Joint Operation Planning and Execution System Volume II Planning Format and Guidance.*