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MAFJD 5-01

**MALAYSIAN ARMED FORCES
JOINT DOCTRINE**



**JOINT OPERATIONAL
PLANNING**

2011

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FOREWORD

1. Malaysian Armed Forces Joint Doctrine (MAFJD) is an authorised joint doctrine publication for the guidance of Malaysian Armed Forces (MAF) operations. MAFJD is to be utilised at the strategic and operational level particularly in the conduct of joint operations. Defence Policy and Instructions, and other official policy documents are prescriptive in nature and have legal standing. Doctrine is not a policy and does not have any legal standing. However, it provides authoritative and guiding principles which can be adapted to suit each military operation. As such, the guidance in this doctrine will be followed except when, in the judgment of the commander, exceptional circumstances dictate otherwise. If conflicts arise between the contents of this publication and the contents of Service publication, this publication will take precedence unless specific instruction has been provided by Malaysian Armed Forces Headquarters (MAF HQ) after consultation with Service Chiefs.

2. MAFJD 5-01 - *Joint Operational Planning* is issued for use by the MAF and is effective forthwith. This publication supersedes PPB (MAL) 9 - *Joint Operational Planning* (Provisional) dated 15 Jan 09.

9 Dec 11



TAN SRI DATO' SRI ZULKIFELI BIN MOHD ZIN
Gen
Chief of Defence Force

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CONDITIONS OF RELEASE

1. This publication contains classified information. It is to be safeguarded under rules designed to give the same standard of security as that maintained by the Government of Malaysia for information of similar classification.
2. It is not to be released to another country without the consent of MAF HQ.
3. It is not to be used for other than military purposes.
4. It is not to be divulged to a non-security organisation unless authorised by MAF HQ.

PREFACE

1. **Scope.** This publication sets forth the procedures governing Joint Operational Planning conducted in MAF. It provides the basis for understanding the concept of Joint Operational Planning and it outlines the guideline on how to organise, plan and train Armed Forces personnel in Joint Operational Planning.

2. **Purpose.** This publication sets forth principles and doctrine to govern the joint activities and performance of the MAF. It provides military guidance for the exercise of authority by joint force commanders and prescribes the doctrine for joint operation and training. It provides military guidance for the armed forces in preparing their appropriate plans with regard to Joint Operational Planning.

3. **Application.**

a. Doctrine and guidance established in this publication apply to the commanders of joint task force and may also apply when significant forces of one Service are attached to forces of another Service or when significant forces of one Service support forces of another Service.

b. This publication is authoritative but not a directive. Commanders will exercise judgement in applying the procedures herein to accomplish their missions. This doctrine should be followed except when, in the judgement of the commanders dictate otherwise.

c. If conflicts arise between the contents of this publication and the contents of Service publication, this publication will take precedence for the activities of Joint Forces unless Chief of Defence Force (CDF) in coordination with the other members of Joint Chiefs Committee (JCC) has provided more current and specific guidance.

d. This publication details the principles and procedures for Joint

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Operational Planning. MAFJD 5-01 is suitable for use at levels down to operational commands where Joint Operational Planning takes place. Cross-reference should be made with the other MAFJD.

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1. MAFJD 0-01 - Joint Doctrine.
2. MAFJD 0-02 - Command and Control for Joint Operations.
3. MAFJD 0-03 - Responsibilities of MAF HQ, Services and JFHQ.
4. MAFJD 0-04 - Rules of Engagement.
5. MAFJD 0-05 - Law of Armed Conflict.
6. MAFJD 2-01 - Joint Intelligence.
7. MAFJD 2-02 - Surveillance and Reconnaissance.
8. MAFJD 2-03 - Targeting.
9. MJAFD 3-01 - Offensive Support.
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11. MAFJD 3-03 - Airborne Operations.
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13. MAFJD 3-04.1 - Psychological Operations.
14. MAFJD 3-04.2 - Electronic Warfare.
15. MAFJD 3-05 - Chemical Biological Radiological Nuclear and High-Yield Explosives Defence.
16. MAFJD 3-06 - Air Defence and Airspace Control.
17. MAFJD 3-07 - Joint Maritime Operations.
18. MAFJD 3-08 - Protection of Offshore Installations.
19. MAFJD 3-09 - Search and Rescue.
20. MAFJD 3-10 - Military Operations Other Than War.
21. MAFJD 3-11 - United Nations Peacekeeping.

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- 22. MAFJD 3-12 - Defence of Military Installations.
- 23. MAFJD 3T-01 - Joint and Combined Exercise.
- 24. MAFJD 4-01 - Joint Logistics.
- 25. MAFJD 4-02 - Joint Movements and Transport.
- 26. MAFJD 4-03 - Sea Transport.
- 27. MAFJD 4-04 - Air Transport.
- 28. MAFJD 5-01 - Joint Operational Planning.
- 29. MAFJD 6-01 - Joint Communications.
- 30. MAFJD 7-01 - Civil Military Cooperation.
- 31. MAFJD 7-02 - Assistance to Civil Authorities.

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ABBREVIATIONS AND ACRONYM

LCC	-	Land Component Commander.
LOGCC	-	Logistic Component Commander.
LOO	-	Line of Operations.
LOAC	-	Law of Armed Conflicts.
MA	-	Mission Analysis.
MAF	-	Malaysian Armed Forces.
MCC	-	Maritime Component Commander.
MOU	-	Memorandum of Understanding.
MSE	-	Military Strategic Estimate.
MISC	-	Malaysian International Shipping Corporation.
MINDEF	-	Ministry of Defence.
MOOTW	-	Military Operation Other Than War.
NFC	-	National Force Commander.
NSC	-	National Security Council.
OD		Operational Data.
OpO		Operational Order.
OSA		Official Secret Act.
OSC		On Scene Commander.
OPCOM		Operational Command.
OPLAN		Operational Plan.
ORBAT		Order Of Battle.
PA		Public Affairs.
PM		Prime Minister.
PR		Public Relation.
PSYOPS		Psychological Operations.
PESAMA		Pusat Peperangan Bersama.
ROE		Rules of Engagement.
SFCC		Special Force Component Commander.
SOP		Standard Operating Procedure.
SPG		Strategic Planning Group.
UN		United Nations.
WngO		Warning Order

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CHAPTER 1

PRINCIPLES AND CONCEPTS

INTRODUCTION

101. Planning is a process of determining a Course of Action (COA) to be taken, what the COA is intended to achieve, the manner in which the COA is to be executed and the resources that will be required to facilitate execution. Planning for the employment of military forces is an inherent responsibility of command. Planning is performed at every level of command and it is conducted for every military operation.

102. Planning is meant to facilitate decision, however, it will not replace the need for making decisions at the necessary time and place. Planning facilitates future decisions and actions by helping commanders to understand the situation, forecast the direction of future operations, and to anticipate possible enemy actions and counteractions.

103. Within the Armed Forces the Force Planning is associated with the creation and maintenance of military capability. Force Planning is conducted by MAF HQ Defence Planning Division (J5 MAF HQ) to determine the force structure.

PRINCIPLES OF JOINT OPERATIONAL PLANNING

104. The principles of Joint Operational Planning (JOP) are guidelines that commanders can use to form and select a course of action. These principles is very much related to the Principles of War that we have adopted, but it should be remembered that even valid principles are no substitute for sound professional judgement. The complexity of war in general, and the unique character of each war in particular, prohibit commanders from using these principles as a checklist to guarantee victory. These principles are not all encompassing but provide a basis for JOP in employing military forces.

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105. The art of developing JOP depends upon the planning staff's ability to relate these principles with operational judgement. Knowledge, experience and proactive of the planning staff is paramount. The principles of JOP are as follows:

- a. **Aim**. The aim of a particular operation should be consistent and in line with defence objectives and achievable within available resources. The aim of subordinate commanders must be consistent with the aim of his/her superior commander.
- b. **Security**. A measure of security by physical protection and information denial is essential to all operations. Compromise of the plan or even knowledge of the existence of the plan can be prejudice to the success of an operation.
- c. **Completed In Time**. The plan must be completed in time to allow commanders to study and implement it.
- d. **Simple**. The plan must be prepared and presented in a manner such that it is simple and will not be misunderstood by subordinate commanders.
- e. **Intelligence Input**. All intelligence input must be analysed for their validity. Intelligence activities are a continuous effort undertaken by the intelligence department. Intelligence inputs will help the commander and his staff to maintain situational awareness of the operation.
- f. **Assumptions**. Planning assumptions that are sensitive to changes and that would significantly affect the outcome of the plan should be highlighted. The nature of their sensitivity should be described and stated.
- g. **Tested**. Every plan produced must be war gamed and must be tested for its effectiveness. The output shall be used to modify the plan in ensuring that the objective is achieved.

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h. **Distribution**. The plan should be well distributed to ensure that all assigned and subordinate commanders concerned are aware of their responsibilities.

PURPOSE

106. This MAFJD 5-01 establishes procedures to be used for JOP.

CONCEPT OF JOINT OPERATIONAL PLANNING

107. A national response to a crisis or situation requires an integrated approach of what military action is to be undertaken with other Government agencies as a whole, or as an integrated part of the overall effort. Accordingly, the operations must be planned in accordance with the strategic end state and military end state. When a military response is required, it must be rapid, appropriate and proportional to the situation. Past experiences confirm that such military response must be joint in nature. The successful conduct of joint operations relies on the ability of commanders and staff to formulate the Joint Plan.

108. Military Operational planning includes two broad categories i.e. Deliberate Planning Process and Crisis Planning Process (See Figure 1-1).

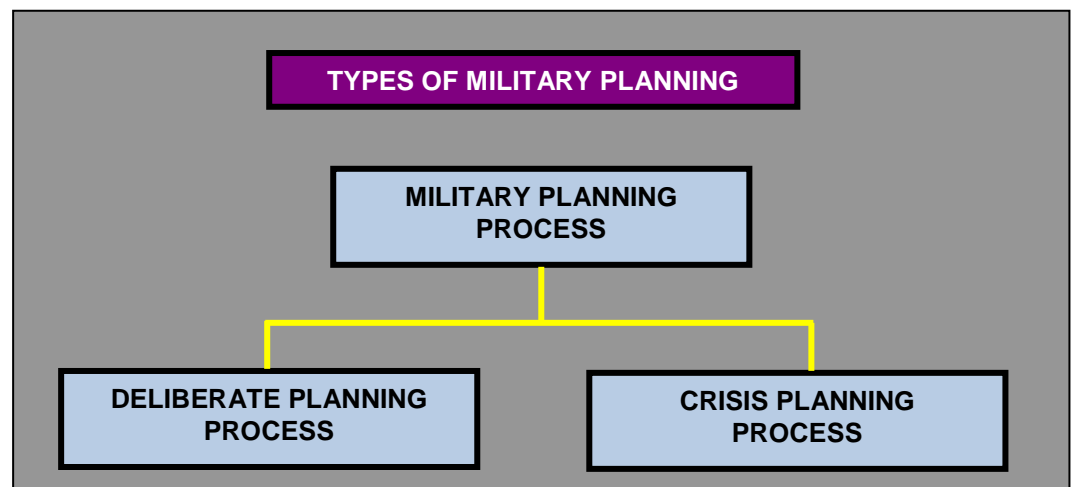


Figure 1-1: Types of Military Planning

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109. **National Strategic Level Planning.** The National Strategic level planning is done at the National Security Council (NSC) and it is headed by the Prime Minister. NSC will provide the national objectives and the End State that need to be achieved by the MAF. All pertinent information needed for the military planning will be conveyed through the Chief of Defence Force (CDF) who is a member in the NSC.

110. **Military Strategic Level Planning.** The Military Strategic level planning involves the Strategic Planning Group (SPG) who formulates the Military Strategic Estimate (MSE) for the CDF. The MSE will then be presented to the Joint Chief Committee (JCC) for endorsement and once it is agreed upon the CDF will then get the approval of the NSC on the MSE. The SPG based on the MSE will then prepare the Initiating Directives (ID) for the CDF to be sent to Joint Force Commander or other Commanders agreed upon by the JCC.

111. **Operational Level Planning.** At Joint Operational level planning the Joint Force Headquarters (JFHQ) is responsible to conduct the Joint Operational Planning Process (JOPP). The Joint Operational planning is broken up into 2 i.e. Deliberate Planning Process and Crisis Planning Process. This process is further explained below:

- a. **Deliberate Planning Process.** The Joint Operation Planning Group (JOPG) will conduct the planning process on receiving the ID from the CDF in Step 1 (Initiation). In Step 2 (Concept Development) the Joint Intelligence Preparation Battlespace (JIPB) and Joint Military Appreciation Process (JMAP) will be use to formulate the Concept of Operations (CONOP). The CONOP will then be presented to the JCC for approval and on endorsement the process will continue with Step 3 (Plan Development) and Step 4 (Plan Review). Step 4 (Plan Review) will then be presented to the JCC for approval and once endorsed, the JOPG will then produce the Operations Plan (OPLAN) or Contingency Plan (CONPLAN). The CONPLAN will be kept for any eventualities and the JOPP will proceed with Step 5 (Support Planning). The

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OPLAN and Support Planning will then be converted to the Operations Orders (OpO) to be issued to the tactical level.

b. **Crisis Planning Process**. The Crisis Planning Process for Step 1 (Situation Development) begins when it is reported by the agency concern and Step 2 (Crisis Assessment) is done by NSC to decide whether it is a crisis or not. Once the NSC decides it is Crisis, the CDF will then issue the Warning Order (WngO) to the JFC to formulate Step 3 (COA Development). JOPG will then formulate the COA and it will be presented to the JCC followed by NSC for endorsement in Step 4 (COA Selection). If there is a CONPLAN based on the crisis then the CONPLAN will be transform into OPLAN and OpO in Step 5 (Execution Planning). In Step 6 (Execution) the Assign Force Commander will be issued with the Execute Order from the CDF once the NSC decides on the military action.

112. **Tactical Level Planning**. At Tactical Level Planning the Joint Task Force (JTF) is responsible to plan and conduct the operations for the JFHQ. The forces are assigned to the JFC through the ID where the planning at JTF HQ will be conducted by the commander and his staff that is assigned for the particular operation. Tactics are employed to fight and win engagements and battles.

SUMMARY

113. This chapter underlines the various principles and concepts to be adopted in Military Planning Process. It discusses the concept of JOPP, starting from the apex of the planning process, i.e. at the National Strategic level planning, Military Strategic level planning, Operational level planning and Tactical level planning. This chapter also discuss the 2 main planning processes i.e. Deliberate Planning Process and Crisis Planning Process.

CHAPTER 2

THE JOINT PLANNING COMMUNITY

INTRODUCTION

201. JOP is inherently more complex than that of single service operations. It is a continuous process at all levels which should be concurrent and parallel. Thus, JOP is a complex process that inevitably requires the timely coordination of activities at the strategic, operational, and tactical levels. At the strategic level, political strategy is designed to lie down or direct a set of national goals in support of policy objectives. One of the characteristics of planning at the strategic level is the need for an effective political/military interface to ensure coordination of the various instruments of national power in pursuit of national objectives. Military strategy is the means by which the military parameters are worked out to meet the political goals. In broad terms, three (3) things have to be established at this strategic level i.e. ends, ways and means. The Joint Military planning flow chart is as per Annex A.

JOINT PLANNING COMMUNITY

202. The Joint Planning Community at Strategic level involves the NSC which provides the Political and Policy Guidance, CDF issues the ID for the operations and JCC is responsible for Resources Allocation and the Review of Plans. At Operational level the JFHQ conducts the detail planning and later monitors the operations. Tactical level, the planning is done by the various JTF commanders based on the OpO issued to them by the JFC. The Joint Planning Community is shown in Figure 2-1.

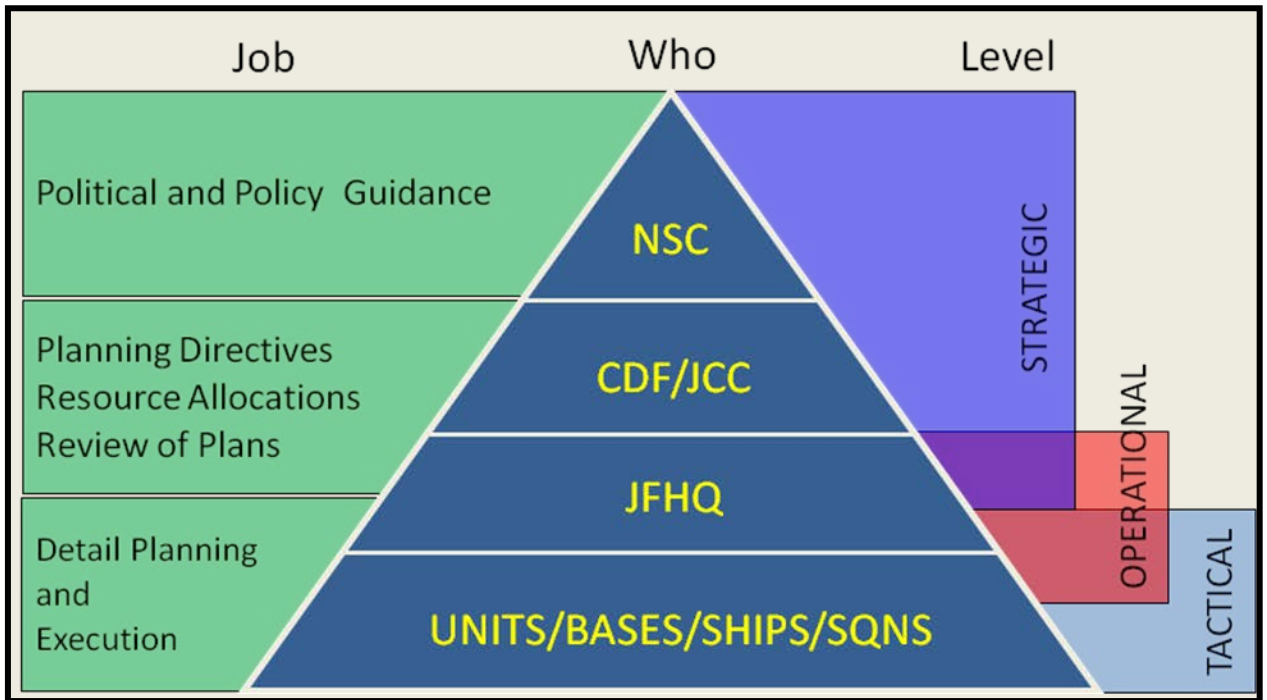


Figure 2-1: Joint Planning Community

HIGHER DEFENCE ORGANISATION

203. “Higher Defence Organisation” means the entire structure and hierarchy of Strategic commands, which are directly responsible for policies on national defence, and other matters related to national security. The organisation encompasses the Constitutional Supreme Commander of the MAF - His Majesty the King, NSC and Ministry of Defence (MINDEF) consisting of the CDF and JCC, being structured as the hub of power and authority in the MAF, is regarded as a principal organisation in the higher defence set up.

NATIONAL SECURITY COUNCIL

204. **NSC**. The authority for operational use of the MAF is vested with the NSC. The NSC therefore functions as the highest decision making body, which authorises the use of military force for the defence of Malaysia’s interests. The JCC, being the highest professional military committee within the MAF, is responsible on the overall military planning and policy matters relating to the MAF, including their operational

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use. MINDEF will provide the NSC with balanced, coordinated and continuing reviews of military requirements in the light of current political, economic and military considerations. The NSC's decision to employ the MAF may direct the overall strategy of the war.

205. **Composition.** The NSC comprises of the following members:

- a. Chairman - The Prime Minister (PM).
- b. Deputy Chairman - The Deputy Prime Minister (DPM).
- c. Members -
 - Minister of Defence.
 - Minister of Home Affairs.
 - Minister of Foreign Affairs.
 - Minister of Information, Communication and Culture.
 - Chief Secretary of Government.
 - Chief of Defence Force (CDF).
 - Inspector General of Police (IGP).
 - Others as required by PM.
- d. Secretary - Chief Secretary of NSC.

206. **Functions of NSC.** The NSC is the body responsible for coordinating policies related to the security of the country and the overall direction of security

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measures. The NSC is the ultimate authority for providing the basis and guidance for developing and implementing military plans. Such guidance would include:

- a. A definition of national defence objectives that may be achieved by military action.
- b. A statement of the circumstances in which military forces may be committed.
- c. Constraints and limitations within which operations are to be conducted which include National Rules of Engagement (ROE).
- d. The extent to which national resources would be devoted to the defence effort.

JOINT CHIEFS COMMITTEE

207. Joint Chiefs Committee (JCC) provides collective professional advice to the CDF on joint military plans and operations, recommends the allocation of resources, and endorses joint planning. The members of JCC are:

- a. Chairman - Chief of Defence Force.
- b. Members - Service Chiefs.
- Director General of Military Intelligence.
- c. Secretary - COS MAF HQ.
- d. In Attendance - Joint Force Commander.
- ACOS Personnel Services (J1 MAF HQ).
- ACOS Defence Operations and Training (J3 MAF HQ).

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- ACOS Defence Logistics (J4 MAF HQ).
- ACOS Defence Planning (J5 MAF HQ).
- e. Secretariat
 - Director of Strategic Planning (J5 MAF HQ).
 - Director of Secretariat (MAF HQ).

208. The functions of the JCC for Military Planning Process are as follows:

- a. Provide collective professional advice to CDF on Joint Military Planning.
- b. Recommends the allocation of assets.
- c. Endorse Joint Plans:
 - (1) CONOP.
 - (2) CONPLAN.
 - (3) Plan Review (OPLAN).
 - (4) COA (Crisis).

MALAYSIAN ARMED FORCES HEADQUARTERS

209. The Malaysian Armed Forces Headquarters (MAF HQ) which serves as the CDF HQ is designed to provide the staff and facilities for the CDF to command his forces. Within the MAF HQ, the CDF is assisted by the COS MAF HQ and ACOS heading the following division:

- a. Personnel Service Division (J1).
- b. Defence Operations and Training Division (J3).
- c. Defence Logistics Division (J4).

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- d. Defence Planning Division (J5).
- e. Defence Communication and Electronic Division (J6).
- f. Civil Affairs Division (J7).
- g. MAF Reserves Division (J8).
- h. Health Service Division (J9).

210. The MAF HQ organisation structure is as per Annex B.

STRATEGIC PLANNING GROUP

211. In view of its complexity and the need to coordinate the resources of the three services, a special committee called the Strategic Planning Group (SPG) shall undertake planning for operations and contingencies at the MAF HQ level to formulate the MSE. The SPG uses the NSC guidance, JIPB and JMAP conducted at strategic level to formulate the MSE. The SPG shall comprise the following members:

- a. Chairman - COS MAF HQ.
- b. Members
 - Deputy Chief of Army.
 - Deputy Chief of Navy.
 - Deputy Chief of Air Force.
 - Deputy Director General of Defence Military Intelligence (DISD).
 - ACOS Personnel Service (J1 MAF HQ).
 - ACOS Defence Operations and Training Div (J3 MAF HQ).

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- ACOS Defence Logistics Div (J4 MAF HQ).
 - ACOS Defence Planning Div (J5 MAF HQ).
 - ACOS Defence Communication and Electronic Div (J6 MAF HQ).
 - ACOS Health Service (J9 MAF HQ).
- c. In Attendance - Officers as required
- d. Secretary - Director Strategic Planning MAF HQ (J5)

212. **Functions**. The function of the SPG are as listed below with the tasks as listed in Annex D.

- a. Conducting Military Strategic Estimates (MSE).
- b. Producing the CDF's Initiating Directives (ID) and guidance for military planning.
- c. Coordinating and reviewing all joint contingency plans and their supporting plans in consultation with the JFHQ and services.
- d. Recommending allocation of resources, coordinating logistics, and support requirements, including strategic movements.

213. The planning consideration by the SPG is:

- a. Assigned objectives from NSC.
- b. Translation of National Objectives to objectives applicable to the Joint Force Commander.

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- c. Visualisation of the strategic environment and how it relates to the accomplishment of military objectives.
- d. Assessment of threats to accomplishment of military objectives.
- e. Assessment of strategic alternatives available, with accompanying analysis, risk and the requirements for plan.
- f. Considerations of available resources, linked to accomplishment of assigned objectives.

JOINT FORCE HEADQUARTERS

214. The Joint Force Headquarters (JFHQ) is an operational level command HQ serving the JFC who is responsible to CDF for the direction of assigned forces. The JFC may delegate authority by way of Operational Command (OPCOMD), Operational Control (OPCON) and Tactical Control (TACCON) to achieve decentralised execution of a mission or task while maintaining centralised direction. The degree of authority and the procedure for command and control status are detailed in MAFJD 0-02. The organisation of the JFHQ is given in Annex C.

215. In conducting the operations/mission/task the JFHQ staffs are to produce a CONOP by applying the JMAP in the course of developing COA(s) with a clear and concise statement of the line of action chosen by the commander in order to accomplish the mission. This CONOP will then be presented to the JCC for their further guidance and approval.

216. The CONOP has no set format that can be used as a customary form of document. However, a suggested content of a CONOP is given in Chapter 3.

217. **Roles**. The roles of JFHQ are to:

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- a. Carry out joint force operational planning, including tactical deployment.
- b. Command and control operations of assigned forces.
- c. Control and coordinate logistic support within the Joint Force Area of Operation (JFAO).
- d. Coordinate with other forces and agencies not assigned.

218. **Tasks.** JFHQ tasks are ranging from internal security to war situations and as directed to carry out the activities of the joint force. JFC is responsible to CDF for the planning, conduct and coordination to the area of responsibilities of the given task.

COMMANDER'S PLANNING GROUP

219. The Commander's Planning Group (CPG) is the senior operation planning group and its functions is to provide advice and guidance to the commander on operational matters. The members of this group are as follows:

- a. Commander.
- b. Head of Intelligence (J2/G2/N2/A2).
- c. Head of Current Operation (J3/G3/N3/A3).
- d. Head of Planning and Future Operation (J5/G5/N5/A5).

JOINT OPERATIONAL PLANNING GROUP

220. The Joint Operational Planning Group (JOPG) is the body that plans the operation for the JFC. This planning is at the operational level and conducts the deliberate or the crisis planning process to produce the CONOP or COA for the approval of JCC.

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221. **Composition.** The JOPG at the JFHQ comprise of the following members.

- a. Chairman - COS.

- b. Members
 - ACOS Personnel Support Div (J1).

 - ACOS Intelligence Div (J2).

 - ACOS Joint Operations and Training Div (J3).

 - ACOS Logistics Support Div (J4).

 - ACOS Plan and Contingency Div (J5).

 - ACOS Communication and Electronic Div (J6).

 - Director Civil Affairs Div (J7).

 - ACOS Military Health Div (J9).

- c. In attendance
 - Land Component Commander (LCC).

 - Air Component Commander (ACC).

 - Maritime Component Commander (MCC).

 - Logistics Component Commander (LOGCC).

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- Special Forces Component Commander (SFCC).
- Others as required by JFC.

222. **Function**. The JOPG is the direct responsibility of the COS JFHQ. Their related functions are:

- a. Conduct the Deliberate or Crisis Planning Process.
- b. Producing the CONOP at the end of JMAP.
- c. Presenting the CONOP, OPLAN, CONPLAN and COA to the JCC for approval.
- d. Command and Control Operations of Assigned Forces.
- e. Coordinate with services of the forces and agency not assigned.

THE ROLE OF THE COMMANDER AND STAFF THROUGHOUT THE JMAP

223. **The Commander**. As the commander, he is responsible for the direction of the decision-making process, it follows that he must be fully involved in the JMAP, providing guidance during the mission analysis step, and as he makes the decision, and he must be involved in the decision and execution step. The extent to which the commander is involved in the detailed development and analysis of the COA will depend on a number of considerations, including:

- a. The prevailing situation (in particular, the time available to make a decision).
- b. The state of training and experience of the staff.

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- c. The level of decision-making required.
- d. The potential complexity of the required decision.
- e. The style and personality of the commander himself.

224. The commander is also responsible for reporting to CDF, when the plan is finalised, to ensure that the plan is coordinated and meets the superior commander's intent.

225. **The Chief of Staff (COS)**. The COS synchronise the staff effort. He manages, coordinates, and disciplines the staff work while providing quality control over the JMAP. He must thoroughly understand the commander's intent and guidance, so that he can supervise the entire JMAP in the commander's absence. He ensures the staffs have the information, guidance and facilities its need. He provides time lines to the staff, establishes back brief times and locations, and provides any unique instructions. Most importantly, he ensures that each of the functional areas within the staff continually liaises with the others to ensure that their work remains coordinated to the direction of the problem-solving process.

226. While the commander allows the COS to direct the staff effort on his behalf, the COS does not have a command function and can only implement command decisions on behalf of the commander after consultation or direction.

227. The JMAP staff is a dynamic group decision-making process. As such, it is prone to the strengths and weaknesses evident in a social environment. It requires continual development of both the individual expertise and the collective staff effort. The COS should be a team builder, ensuring that the group always remains output focused. Tendencies by sub-groups and individuals towards fragmentation and misaligned priorities must be moderated through strong leadership and an emphasis on the commander's intent.

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228. **The Staff.** The staff is responsible for completing the bulk of the JMAP under the direction of the commander, or COS. In joint and combined operations, the staff members will be required to conduct their own planning in their staff specialities which will contribute to the core of the JMAP. Staff specialities refer to those staffs that have specific functions either in a branch such as the J1, J4, J7, J9 or a function such as Information Operations that cut across branch areas of responsibility. In addition, they will often be required to develop options, or COA, for the commander to compare and decide. Members of the staff may recommend a COA to the commander; but, they do not make the decision.

229. Staff specialist planning and analysis supports each step of the JMAP, and should form the basis for staff and specialist briefings and annexes to orders and plans. Analysis by staff officers and specialist advisors is required to support ongoing planning by providing staff checks, facts and staff conclusions.

THE ROLE OF OPERATIONS CENTRES

230. **Defence Operation Centre (DOC).** The DOC serves as the strategic level operations centre for the MAF HQ. Its roles and functions shall include:

- a. Command and control every type of operations, activities and contingencies under its command.
- b. Operational information and data are channelled to the DOC from the Joint Force Operations Centre (JFOC) and Single Service Operations Centre in accordance with standing instructions.
- c. The link between the MAF and NSC.
- d. Redundancy system for JFOC.

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231. **Joint Force Operations Centre (JFOC)**. The JFOC serves as the operational level operations centre for the JFHQ. Its roles and functions shall include:

- a. Command and control to all combine and joint operations, activities and contingencies under its command.
- b. Channelling all operational information and data to the DOC for the CDF information.
- c. The link between the Assigned Units and the JFC.
- d. Monitoring all single service operations.
- e. Redundancy system for DOC.

THE ROLE OF SERVICE HEADQUARTERS

232. In single Service, the Service Chiefs will issue instructions to their own respective operational HQ in accordance with the CDF's directives.

233. During and on completion of the planning process, the operations and planning staff of the responsible services will monitor the supporting plans from other services providing the support. This is to ensure that planning remains within the guidelines established by the CDF.

234. The Service Chiefs are responsible to Raise, Train, and Sustain assets to support the JFHQ operations.

SUMMARY

235. JOP is inherently more complex than that of single service operations and requires timely coordination of activities at the strategic, operational and tactical levels. This chapter describes the Joint Operations Planning Group entrusted to

MAFJD 5-01

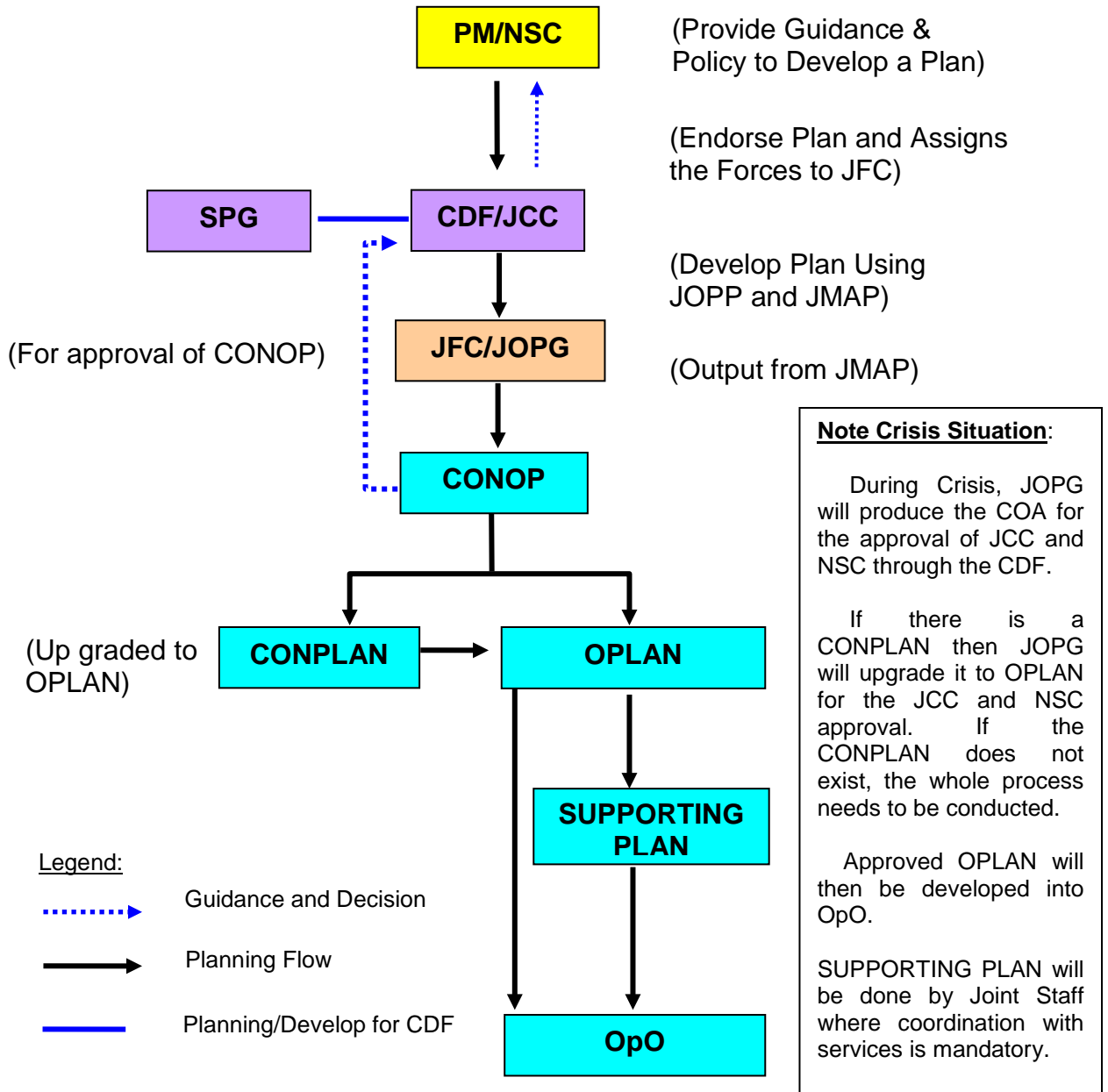
carry out joint operations, the JFHQ roles, tasks and functions of JOPG, and also both the DOC and JFOC.

Annexes:

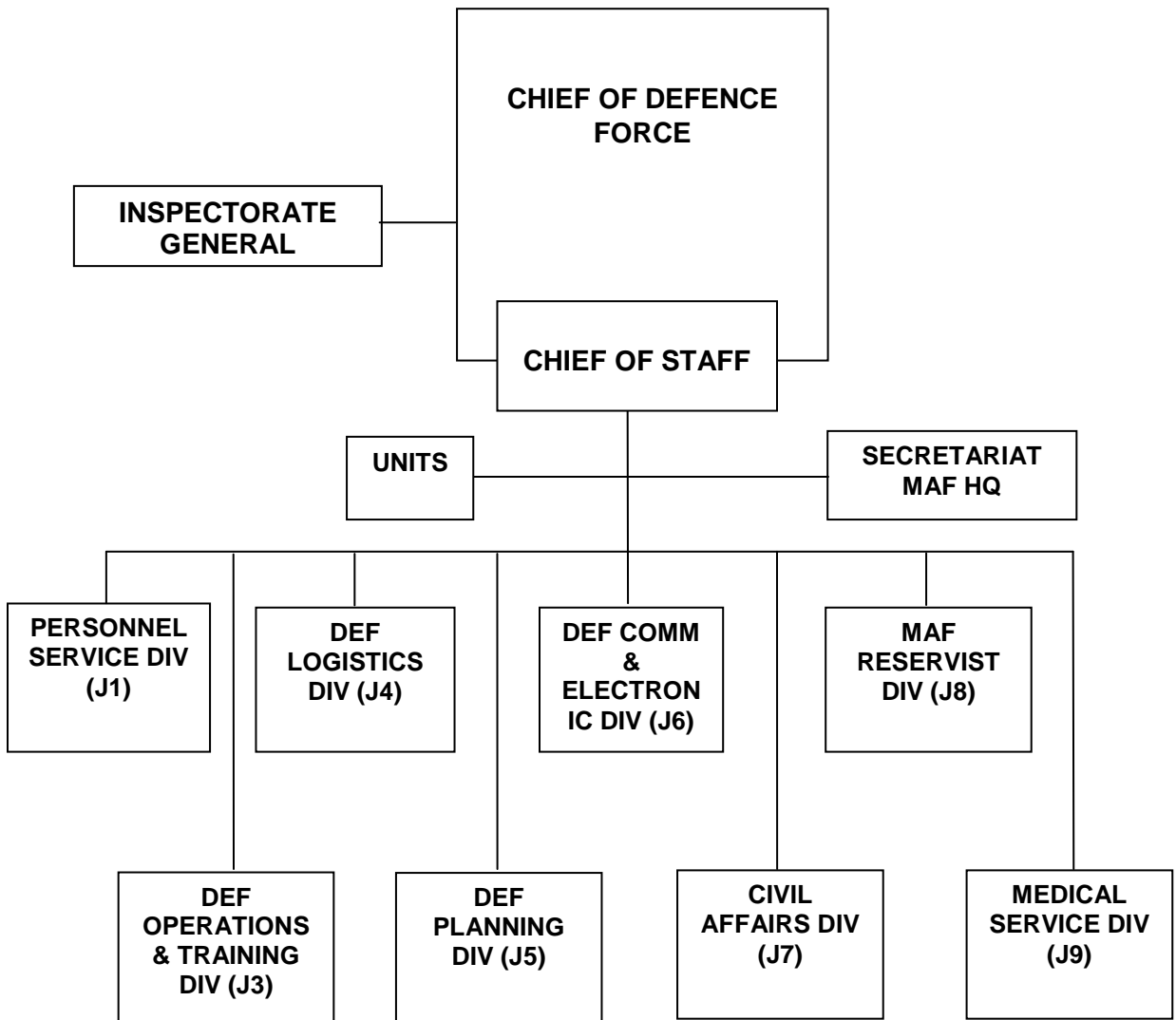
- A. Joint Military Planning Flow Chart.
- B. Organisation Structure of MAF HQ.
- C. Organisation Structure of JFHQ.

**ANNEX A TO
CHAPTER 2**

JOINT MILITARY PLANNING FLOW CHART

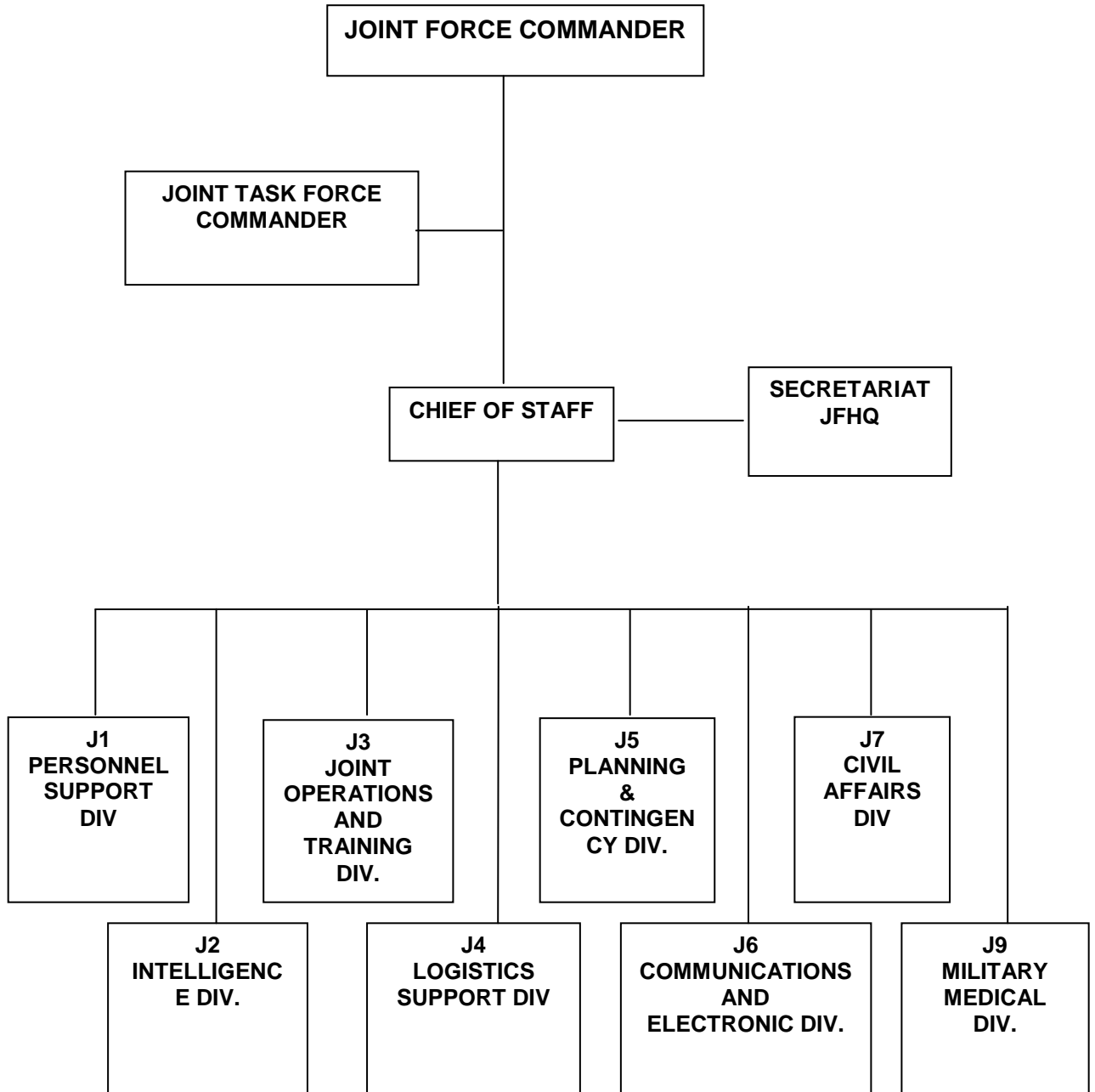


ORGANISATION STRUCTURE OF MALAYSIAN ARMED FORCES
HEADQUARTERS



**ANNEX C TO
CHAPTER 2**

ORGANISATION STRUCTURE OF JOINT FORCE HEADQUARTERS



TASK OF STRATEGIC PLANNING GROUP (SPG)

a. **During Peacetime**

- (1) To produce the Military Strategic Estimate (MSE) and prepare the Initiating Directive (ID) for the CDF before launching any Joint Operations.
- (2) To review the suitability of the existing CONPLAN in conjunction with the surrounding development.
- (3) To conduct Joint meetings with related civil agencies (through the National Security Council (NSC) or other government agency directives) in order to update all supporting plans.
- (4) To prepare Planning Directives (PD) for Joint and Combine Exercise planning that is under the CDF's jurisdiction.
- (5) To meet at least 3 times a year.

b. **During Conflict/Crisis**

- (1) To re-appraise existing Military Strategic Estimate (MSE) before launching any military operations.
- (2) To prepare the Warning Order, Alert Order and Execute Order for the CDF.
- (3) To recommend emergency purchases which will provide a military advantage to our forces.

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CHAPTER 3

JOINT OPERATIONAL PLANNING

INTRODUCTION

301. Planning for Joint Operations is continuous throughout the range of military operations. As such, JOP employs an integrated process entailing similar policies and procedures during war and Military Operations Other Than War (MOOTW), providing for orderly and coordinated problem solving and decision making. In its peacetime application, the process is highly structured to support the thorough and fully coordinated development of deliberate plans. In crisis, the process is shortened as necessary, to support the dynamic requirements of changing events. In wartime, the process adapts to accommodate greater decentralisation of JOP activities.

302. In all its applications, the basic process remains fundamentally unchanged and provides a consistent and logical approach for integrating the activities of NSC, CDF, JCC and JFC in a coherent planning and execution process to attain military objectives.

OPERATIONAL ART

303. Operational art provides the linkage between tactical success and the strategic end-state; it is the skilful execution of the operational level of command. Operational art is how the Operational Commander translates the objectives which are given to him into a design for operations that leads ultimately to the actions necessary to achieve a set of conditions. Operational Art is defined as **“the orchestration of all military activities involved in converting strategic objectives into tactical actions with a view to seeking a decisive result”**. In short, it determines where, when and for what purpose, forces will conduct operations. There are various inter-linked concepts that are especially useful in the formulation of operational ideas: Centre of Gravity (COG), Critical Capability (CC),

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Critical Requirement (CR) and Critical Vulnerability (CV) which are fully explained in MAFJP 5-01.1 - Joint Military Appreciation Process (JMAP).

JOINT OPERATIONAL PLANNING PROCESS

304. JOPP can occur anywhere within the range of military operations and may be performed deliberately or under crisis action conditions. JOPP is coordinated at the national level to support NSC Planning Guidance and strategic requirements for the National Military Strategy, in the event of emerging crises. This is achieved by assigning, planning tasks and relationships between JFC and services operation commanders allocating them the forces and resources available to accomplish those tasks.

305. Joint operational plans are prepared and implemented by the JFC, subordinate commanders and other designated component commanders who perform such planning under the strategic and operational direction of the NSC, CDF and JCC. The JFC, using deliberate planning process, will prepare CONOP (CONPLAN and/or OPLAN) for any foreseen situations where military actions are deemed necessary. (Refer to Chapter 4 - Deliberate Planning Process).

306. During crisis situations where an approved CONPLAN does not exist, the JFC will develop Courses of Action (COA) from scratch in response to specific situations or tasking. The output will then be forwarded to the JCC for approval. The approved COA will then be translated into OPLAN and OpO for execution. (Refer to Chapter 5 - Crisis Planning Process).

MILITARY STRATEGIC ESTIMATE

307. At Military Strategic level, the SPG will formulate the MSE based on the policy and guidance given by the NSC. This is the highest level of military planning where options are given to the JCC to decide which COA will be taken by the military to fulfil the National Strategic level Objectives. Once the MSE is approved by the JCC

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for the Deliberate Planning Process and NSC for Crisis Planning Process the SPG will then formulate the ID (Deliberate Planning Process) or Wng0 (Crisis Planning Process) for the CDF to be issued to JFC or appointed commander. The suggested content of the MSE is given in Annex A and those content and heading may change depending on the requirement of the operation.

INITIATING DIRECTIVE

308. An Initiating Directive (ID) is issued by the CDF to initiate the Deliberate Planning Process to produce the CONPLAN or OPLAN. Any other Directives from CDF for the same operation may come in the form of amendments. For a CONPLAN or OPLAN, the CDF will issue the ID to the JFC or any other commanders.

309. There is **no standard format for an ID** as each situation may vary drastically, from precise governmental direction to a mere statement of requirement. Suggested format of an ID is given in Annex B. However, planners may include any other information that may give effect to the overall planning.

CONCEPT OF OPERATIONS

310. Using the deliberate planning process as detailed in Chapter 4, the Commander and his staff will produce a CONOP in Step 2 (Concept Development) of the JOPP and the CONOP is derived by using the JMAP. Once the CONOP is approved by the JCC, it will then be transformed into CONPLAN or OPLAN, depending on the situation whether it is for any eventualities that may take place or for an immediate operation. Suggested content of a CONOP is as per Annex C.

CONTINGENCY PLAN

311. CONPLAN embraces the whole JOPP system for maintaining the MAF at an adequate state of readiness to conduct operations should a military response to a

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national security situation is deemed necessary. A CONPLAN is defined as **‘the deliberate operational planning done in preparation for a situation that may take place and can be reasonably anticipated’**. A CONPLAN is developed principally in peace time and therefore not ‘a spur-of-the-moment’ planning. CONPLAN may be upgraded and updated to be an OPLAN. In crisis, OpO can straight away be derived from the CONPLAN. Suggested content of a CONPLAN is as per **Annex E**.

OPERATION PLAN

312. OPLAN is normally prepared only for those immediate situations or operations that would be sufficiently critical to national security which requires detailed prior planning. Such situations would normally tax the total resources made available for planning. The development of an OPLAN would require the entire deliberate planning process to be completed. Suggested content of a OPLAN is as per **Annex D**.

313. The main purpose of these plans is to ensure that the MAF is prepared and equipped for a range of possible tasks. Other reasons for preparing these plans include the need to provide the following:

- a. A vehicle to establish government approval of the MAF proposed COA.
- b. A basis for the creation of inter-departmental machinery for rapid and coordinated responses to requests for assistance.
- c. Identify transport or special equipment resources for specific tasks.
- d. A basis for the production of the necessary orders to put the plan into effect or to complete further detailed planning without undue delay.

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SUPPORTING PLANS

314. Plans developed by forces and other non-military agencies providing supports to a commander are known as Supporting Plans. Support is **‘the action of a force or portion thereof which aids, protects, complements, or sustains any forces’**.

315. All OPLAN invariably are supplemented by supporting plans. Supporting plans deal with a number of functions, including mobilisation, deployment and employment. A single service command may be required to produce a supporting plan for transportation support. A local unit recall plan tasking an individual service member to report for duty in case of a contingency is an example of a supporting plan.

316. Employment plans normally are the responsibility of the appointed commander and his subordinate commanders who will direct the forces when the OPLAN is implemented. In many cases, however the politico-military situation cannot be clearly forecasted; therefore employment planning is delayed until circumstances require it. Suggested content of a Supporting Plan is as per Annex F.

317. A supporting plan that directly supports an OPLAN should be identified with that particular OPLAN. This identification is normally specified in the situation summary paragraph of the supporting plan. In some cases, however, a single service, command or another agency is required to perform essentially the same actions to support two or more OPLAN. Instead of preparing multiple supporting plans (containing essentially repeated material) the ‘single’ supporting plan summary should contain the list of OPLAN it supports.

318. Supporting plans are produced after the OPLAN has been endorsed by JCC. A CONPLAN normally does not include supporting plans.

OPERATION ORDERS

319. The Operation Orders (OpO) is prepared by the JFHQ to be issued to the

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JTF. They are in the form of a directive issued by the JFC to the JTF commanders for the purpose of effecting the coordinated execution of an operation. Suggested content of OpO is as per Annex G.

OPERATION INSTRUCTION (OP INSTR)

320. The JFC may issue Operation Instruction (Op Instr) to the JTF Commanders to meet the joint operational requirement. The instruction expresses the JFC intention and usually instructs the subordinate what needs to be done to achieve a mission or an objective. This instruction should be broad in nature to allow subordinates the freedom of actions when planning and executing their tasks. It only lays down the general plan and so allows those concerned to think ahead and make necessary preparations. Suggested content of Op Instr is as per Annex H.

SUMMARY

321. JOPP can occur anywhere within the range of military operations and may be formed deliberately or under crisis action conditions. This chapter discusses briefly the operational process, by identifying the types of plan applicable to the MAF. Both the deliberate and crisis planning processes will be discussed separately in the subsequent two chapters. The format for the various plans and documents deemed crucial for a particular operation to be conducted in Joint Operations are also available as per Annexes, Appendices and Enclosures provided.

Annexes:

- A. Suggested Content of MSE.
- B. Suggested Content of ID.
- C. Suggested Content of CONOP.
- D. Suggested Content of OPLAN.
- E. Suggested Content of CONPLAN.
- F. Suggested Content of Supporting Plan.
- G. Suggested Content of OpO.

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H. Suggested Content of Op Instr.

SUGGESTED CONTENTS OF MILITARY STRATEGIC ESTIMATE (MSE)

(This format for the MSE serves as a guide only and do not limit it to this suggested format. Planners may include other matters which are of importance to the operations or exclude those irrelevant)

SECURITY CLASSIFICATION

(Copy Noof)

(Issuing HQ)

(Date)

(File Ref)

(See Distr)

MSE - (TITLE OF MSE)

References: List any maps, charts or other documents essential to an understanding of the basic plan.

1. MISSION

a. Mission Analysis

(1) Determine the higher command's purpose. Analyze national security and national military strategic direction as well as appropriate guidance in alliance and coalition directions, including long- and short-

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term objectives for conflict termination. Determine a clearly defined military end state and related termination criteria.

(2) Determine specified, implied, and essential tasks and their priorities.

(3) Determine objectives and consider desired and undesired effects.

b. **Mission Statement**

(1) Express in terms of who, what, when, where, and why (purpose).

(2) Frame as a clear, concise statement of the essential tasks to be accomplished and the purpose to be achieved.

2. **SITUATION AND COURSES OF ACTION**

a. **Situation Analysis**

(1) **Geostrategic Context**

(a) Domestic and international context: political and/or diplomatic long- and short-term causes of conflict; domestic influences, including public will, competing demands for resources, and political, economic, legal, and moral constraints;

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and international interests (reinforcing or conflicting with Malaysian interests, including positions of parties neutral to the conflict), international law, positions of NGO, and other competing or distracting international situations. Similar factors must be considered for non-combat operations.

(b) A systems perspective of the operational environment: all relevant political, military (see next paragraph), economic, social, infrastructure, informational, and other aspects. See Chapter IV, "Operational Art and Design," for a discussion of developing a systems perspective.

(2) **Analysis of the Adversary.** Scrutiny of the opponent situation, including capabilities and vulnerabilities (at the theater level, commanders normally will have available a formal intelligence estimate) should include the following:

(a) Broad military COA being taken and available in the future.

(b) Political and military intentions and objectives (to extent known).

(c) Military strategic and operational advantages and limitations.

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- (d) Possible external military support.
- (e) COG (strategic and operational) and decisive points.
- (f) Specific operational characteristics such as strength, composition, location and disposition; reinforcements; logistics; time, and space factors (including basing utilized and available); and combat/non-combat efficiency and proficiency in joint operations.

(3) **Friendly Situation.** Should follow the same pattern used for the analysis of the adversary. At the theater level, CDR normally will have available specific supporting estimates, including personnel, logistics, and communications estimates; multinational operations require specific analysis of alliance or coalition partner objectives, capabilities and vulnerabilities. Interagency coordination required for the achievement of objectives must also be considered.

(4) **Operational Limitations.** Actions either required or prohibited by higher authority, such as constraints or restraints, and other restrictions that limit the commander's freedom of action, such as diplomatic agreements, political or economic conditions in affected countries and host nation issues.

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(5) **Assumptions.** Assumptions are intrinsically important factors upon which the conduct of the operation is based and must be noted as such.

(6) **Deductions.** Deductions from the above analysis should yield estimates of relative combat power, including enemy capabilities that can affect mission accomplishment.

b. **Course of Action Development and Analysis.** COA is based on the above analysis and a creative determination of how the mission will be accomplished. Each COA must be adequate, feasible, and acceptable. State all practical COA open to the commander that, if successful, will accomplish the mission. For a Military strategic estimate, each COA typically will constitute an alternative theater strategic or operational concept and should outline the following:

(1) Major strategic and operational tasks to be accomplished in the order in which they are to be accomplished.

(2) Major forces or capabilities required (to include joint, interagency, and multinational).

(3) C² concept.

(4) Sustainment concept.

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- (5) Deployment concept.
- (6) Estimate of time required to achieve the termination criteria.
- (7) Concept for establishing and maintaining a theater reserve.

3. ANALYSIS OF ADVERSARY CAPABILITIES AND INTENTIONS

- a. Determine the probable effect of possible adversary capabilities and intentions on the success of each friendly COA (accomplished by a “red cell” if one is formed).
- b. Conduct this analysis in an orderly manner by time phasing, geographic location, and functional event. Consider:
 - (1) The potential actions of subordinates two echelons down.
 - (2) Conflict termination issues; think through own action, opponent reaction, and counteraction.
 - (3) The potential impact on friendly desired effects and the likelihood that the adversary’s actions will cause specific undesired effects.
- c. Conclude with revalidation of friendly COA. Determine additional

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requirements, make required modifications, and list advantages and disadvantages of each adversary capability.

4. COMPARISON OF OWN COURSES OF ACTION

a. Evaluate the advantages and disadvantages of each COA.

b. Compare with respect to governing factors.

(1) Fixed values for joint operations (the principles of joint operations, the fundamentals of joint warfare, and the elements of operational art).

(2) Other factors (for example, political constraints).

(3) Mission accomplishment.

c. If appropriate, merge elements of different COA into one.

5. RECOMMENDATION

Provide an assessment of which COA are supportable, an analysis of the risk for each, and a concise statement of the recommended COA with its requirements.

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SUGGESTED CONTENTS OF MILITARY STRATEGIC ESTIMATE (MSE) TWO

(This format for the MSE is use by the Malaysian Armed Forces Defence College (MAFDC) and serves as a guide only and do not limit it to this suggested format. Planners may include other matters which are of importance to the operations or exclude those irrelevant)

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(Issuing HQ)

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(File Ref)

(See Distr)

MSE - (TITLE OF MSE)

References: List any maps, charts or other documents essential to an understanding of the basic plan.

SECURITY CLASSIFICATION

1. **THREATS.**

- a. International and External Threats.
- b. Nature of the Threat (Military, Political, Cultural, Economic, etc).
- c. Source of Threat.
- d. Perception of the Threat by Decision Makers.
- e. Vulnerabilities of the State.

2. **LINKAGES AND INTERDEPENDENCIES.**

- a. Alliances.
- b. Dependencies and Interdependencies.

3. **DESCRIBE THE NATIONAL INTEREST, STRATEGY, AIM AND END STATE.**

4. **CAPABILITIES FOR ACCOMPLISHING THE WAR**

- a. Military Capabilities.
- b. Economic Capabilities.
- c. Technology capabilities.
- d. Political Capabilities.
- e. Psychosocial capabilities.

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5. DOMESTIC DETERMINANTS

- a. Political System.
- b. Economic System.
- c. Geography.
- d. Public Opinion.
- e. National "Will".
- f. Level of Political and Economic Development.
- g. Technology.
- h. Population Size and Education level.
- i. Other Factors.

6. THE DEFENCE DECISION - MAKING PROCESS – The Important Actors in the Process.

7. CONSTRAINTS

- a. Opposition from Domestic/External.
- b. Economic and Budgetary and limitations.
- c. Technology Insufficiencies.
- d. Manpower:
 - (1) Number, Age and Sex.
 - (2) Conscripted or 'Volunteers' Force.
 - (3) Reserves.
 - (4) Capabilities for Mobilisation of Reserves.

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8. MILITARY HARDWARE

- a. Weapon System.
- b. Spare Part.
- c. Fuel.
- d. Logistical Capabilities.
- e. Defence Industry capabilities.
- f. Foreign Dependencies.

9. PUBLIC OPINION, INTEREST GROUP AND POLITICAL PARTIES AS SOURCES OF OPPOSITION

10. WEAPON ACQUISITION

- a. Domestic Industry Production.
- b. Technology Level (Degree of Domestic autonomy or Foreign dependency).
- c. Foreign Supply.
- d. Cooperative production projects.
- e. Percentage of GNP spent on weapon acquisition.

11. FORCE POSTURE

- a. Weapon System and Military Units Maintained.
- b. Deployment Capability.

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- c. Effectiveness of Recruitment Program.
 - d. Effectiveness of Force Employment.
 - e. Responsiveness of Force Posture for Rapid Deployment.
-
- 12. **CONSTRAINS ON THE USE OF FORCE POSED BY OTHER COUNTRIES.**
 - 13. **TECHNOLOGY DEVELOPMENT AND THE USE OF FORCE**
 - 14. **DOMESTICS CONSTRAINS ON THE USE FORCE**
 - 15. **CENTRE OF GRAVITY (COG)**
 - 16. **ADVERSARY'S COURSE OF ACTION (COA)**
 - 17. **OTHER NATIONS/ORGANISATION AND INTERNATIONAL CONSIDERATIONS**
 - 18. **ENVIRONMENTAL INFORMATION SUCH AS CLIMATE, AIR QUALITY OR ANYTHING THAT MAY AFFECT ANY OPERATIONS**
 - 19. **ASPECTS OF CYBER**
 - 20. **NATIONAL POLICY (NATPOL)**
 - 21. **RULES OF ENGAGEMENT (ROE)**

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22. **OTHER ISSUES**

23. **PLANNING GUIDANCE**

- a. Describe the CDF Intent, Priorities of Operations and Strategic Objectives.
- b. The Military End State.
- c. Constraints and Limitations.
- d. National Policy. What Policy is being considered in the Crisis.

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(Appt)

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SUGGESTED CONTENT OF INITIATING DIRECTIVE (ID)

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(Issuing HQ)

(Date)

(File Ref)

(Rank, name, decorations and appointment the ID issued to).

INITIATING DIRECTIVE FOR - (Title of Plan)

References: List any policies or documents essential to supplement this directive. If an existing CONOP is used - to be developed to an OPLAN, it should also be referred to.

1. **APPOINTMENT.** State concisely the purpose of the appointment, e.g. to Joint Force Commander.

SECURITY CLASSIFICATION

2. **SITUATION.**

a. **General.** Describe the general politico-military situation that entails that a military option is to be planned as a contingency.

b. **Objectives.** Where it has been identified and stated by the government, the political objectives to be achieved under the said situation should be included in order so that the appointed commander is in a better position to appreciate the implications of his task. Where applicable, the military objectives, as derived by the JFC, should also be included.

3. **TASK.** A task is used instead of a mission as this is normally a broad directive to the commander, where he may exercise his judgment and appreciation to determine an 'overall mission' for the OPLAN.

4. **OPERATIONAL RESTRICTIONS.** Where applicable, the government may impose certain operational restrictions to the plan to minimise escalation, e.g. no pre-emptive strikes.

5. **PRELIMINARY PLANNING GUIDANCE.**

a. **Force.** State the major forces that have been allotted by the services for planning. These would normally be those forces earmarked for assignment in the plan. Any additional forces, or the requirement for supporting forces, would be subsequently identified by the commander in his appreciation and to be proposed through the normal planning sequence.

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- b. **Government Support.** Where applicable, provide information on available support from relevant government agencies pre-arranged or otherwise e.g. MISC shipping, etc.

 - c. **Memorandum of Understanding (MoU).** Where applicable, for combined operations, the main government-to-government conditions and agreements should be briefly described; details may be included as an annex.

 - d. **Rules of Engagement (ROE).** Provide any guidelines for the formulation of ROE for the plan, consistent with any operational restrictions.
6. **END STATE.** State the National End State and Military End State.
7. **TIMELINE.** State the deadline that the CONOP should be completed for review and approval by the JCC, and any other essential timing to be adhered to.
8. **INTELLIGENCE INFORMATION.** An initial intelligence assessment of the situation and the enemy capabilities should be included as an annex.

(Name)

(Rank)

Chief of Defence Force

Annexes (as required):

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Copy to:

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Chief of Army

Chief of Navy

Chief of Air Force

Others as required

4 of 4

SECURITY CLASSIFICATION


3B - 4


RESTRICTED


SUGGESTED CONTENTS OF CONOP

(This format for the CONOP serves as a guide only and do not limit it to this suggested format. Planners may include other matters which are of importance to the operations or exclude those irrelevant)

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(Issuing HQ and Location) 

(Date) 

(File Ref) 

(See Distr)

CONOP - (TITLE OF CONOP)

References: List  any maps, charts or other documents essential to an understanding of the basic plan.

1. **SITUATION** 

2. **THREAT ASSESSMENT:**

a. Adversary COA. 

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- b. Adversary COG, CDP and DP. 

3. **STRATEGIC GUIDANCE:**

- a. Strategic End State. 

- b. Military End State. 

- c. CDF Intent. 

4. **CRITICAL FACT S AND ASSUMPTIONS** 

5. **LIMITATION:**

- a. Constraint.



- b. Restriction.

6. **COMMANDER CRITICAL INFORMATION REQUIREMENT (CCIR).** 

7. **MISSION.** 

8. **JFC INTENT:**

- a. Purpose.



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b. Method.

c. End State.

9. **FORCE ASSIGNMENT.** 

10. **TASKS.** 


a. Specified.

b. Implied.

c. Essential.

11. **SCHEME OF MANOEUVRE:**

a. Deep.


b. Close. 


c. Rear.


12. **MAIN EFFORT FOR EACH PHASE.** 


13. **CONCEPT FOR INTELLIGENCE OPERATIONS.** 


SECURITY CLASSIFICATION


- 14. **CONCEPT FOR CIS.** 


- 15. **CONCEPT FOR CIVIL AFFAIRS:**
 - a. Information Operation. 


 - b. Media Operation 


- 16. **CONCEPT OF SUPPORT FOR:**
 - a. Personnel and Legal. 


 - b. Logistic. 


 - c. Health. 

- 17. **FINANCE IMPLICATION.** 

- 18. **RESOURCE LIMITATIONS.** 

- 19. **COMMAND AND CONTROL.** 

(Name) 

(Rank) 

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SUGGESTED CONTENT OF OPLAN

(This format for an OPLAN serves as a guide only and do not limit it to this suggested format. Planners may include other matters which are of importance to the operations or exclude those irrelevant)

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(Issuing HQ and Location)

(Date)

(File Ref)

(See Distr)

OPLAN - (TITLE OF PLAN)

References: List any maps, charts or other documents essential to an understanding of the basic plan.

TASK ORGANISATION: As shown in **Appendix 1.**

1. **SITUATION.**

- a. **General.** Describe the general politico-military environment that would establish the probable preconditions for implementation of the plan.

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- b. **Pre-Conflict Actions**. Describe pre-conflict actions desired and prioritise specific units and resources in terms of latest-arrival-date (LAD) relative to G-Day.
- c. **Enemy**. Identify the opposing forces expected on implementation and evaluate their general capabilities. Details are given in **Appendix 2**. However, the subparagraph should provide the information essential to a clear understanding of the magnitude of the hostile threat.
- d. **Friendly**.
- (1) Describe the operations of unassigned forces, other than those tasked to support this operation, which could have a direct significant influence on the operations envisaged in this plan.
 - (2) List the specific tasks of friendly forces, commands, or governmental agencies that would directly support plan execution (e.g. MAS, MISC and etc.).
- e. **Assumptions**. List the necessary assumptions on which the plan is based, i.e. those contingent conditions, the absence of which will have a significant impact on this plan or supporting plans. Assumptions normally state expected conditions over which the commander has no control. Those included must be directly relevant to the development of this plan and supporting plans and should express the conditions that, should they not occur as expected, would invalidate the entire OPLAN or its CONOP. Additional assumptions relevant to specific aspects of the operation are included in the appropriate annexes.

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- f. **Legal Considerations.** List those significant legal considerations on which the plan is based.
2. **MISSION.** State concisely the task and purpose to be accomplished on implementation. The mission stated should be that of the appointed commander, it may be the task assigned by the JCC or it may be deduced from the ID based on a task assigned by the JCC.
3. **EXECUTION.**
- a. **CONOP.** It is preferable that the entire CONOP be included in the basic plan. However, some OPLAN necessarily encompass alternative COA for accomplishing the mission and others require considerable details to convey adequate guidance for the development of supporting plans. Accordingly, the entire concept may be placed in **Appendix 3.**
- (1) **General.** The CONOP is derived from the Step 4 JMAP (Decision) and it is endorsed by the JCC. The appreciation states how the commander intends to accomplish his mission, including the forces involve, the time phasing of operations, the general nature and purpose of operations to be conducted and the inter-related or cross-service support, coordination and execution of the operation. The concept should show how security against enemy actions will be maintained, and superiority and surprise achieved. The CONOP should be sufficiently developed to include an estimate of the level and duration of conflict to provide assigned and supporting

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commanders a basis for preparing adequate supporting plans. The requirements to maintain secrecy and to use tactical military deception initiatives during the planning and preparatory phases, during movement to objective areas and after operations are over, should be briefly outlined. Detail information is given in Appendix 1 for force requirements.

(2) **Employment**. Without encroaching on the authority of assigned and supporting commanders, the concept describes how the forces are to be employed. Plans on conducting supporting operations (e.g. SAR, deception and etc.) is indicated by reference to appropriate appendices of **Appendix 3**.

(3) **Deployment**. The requirements to deploy forces from their normal peacetime locations to the area of operations should also be summarised. Particular attention should be given to anticipatory deployments that may be required in order to implement and to support the plan when directed. Considerations should also be given to deception measures required to provide security, mislead the enemy and achieve surprise.

b. **Tasks**. In separate numbered sub-subparagraphs, list the tasks assigned to each element of the assigned, subordinate forces and supporting forces. Each task should be a concise statement of a mission to be performed either in future planning for the operation or on plan implementation.

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- c. **Coordinating Instructions**. List of instructions applicable to the entire forces that are necessary for proper coordination of the operation but are not appropriate, are to be included in a particular annex. Terms pertaining to the timing of execution and deployments should be explained; as should other operational terms that appear in the plan but are not defined in other MAF publications.
- d. **Supporting Plans**. List any requirements for supporting plans to be prepared by assigned, subordinate and supporting commands or agencies.
4. **SERVICE SUPPORT**.
- a. **Concept of Support**. The major portion of guidance on Service Support normally is contained in a series of detailed annexes. In order to provide a general understanding of the requirements for logistics support, personnel policies and administrative plans, this subparagraph outline broad guidance as to how such support is to be provided.
- b. **Logistics**. Appendix 4.
- c. **Personnel**. Appendix 5.
- d. **Civil Affairs**. Appendix 6.
5. **COMMAND AND SIGNAL**.
- a. **Command Relationships**. Appendix 7.

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- b. **Headquarters.** List the designations and locations of each major headquarters involved in execution. When headquarters are to be deployed or the OPLAN provides for relocation of headquarters to an alternate command post, indicate the location and time of opening and closing of each headquarters.

- c. **Succession to Command.** Designate in order of succession the commander responsible for assuming command of the operation in specific applicable circumstances.

- d. **Command and Control Systems.** Provide a general statement concerning the scope of C² systems and procedures required to support the operation. Highlight any C² systems or procedures requiring special emphasis. Refer to **Appendix 8** for details.

- e. **Execution Checklist.** **Appendix 9.**

(Name)

(Rank)

(Joint Force Commander)

Authentication:

(Name)

(Rank)

(Appt)

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Appendixes: (List only those actually used)

1. Task Organization.
2. Intelligence.
3. Operations.
4. Logistics.
5. Personnel.
6. Civil Affairs.
7. Command Relationships.
8. Command and Control Systems.
9. Public Affairs.

TASK ORGANISATION

ORGANISATION (1)

COMMANDER

Army Field Command

Lt Jen.....

2 Div

Mej Jen.....

4 Div

Mej Jen.....

MAWILLA 1

LAKSMA.....

3 Sqn

Lt KolTUDM

14 Sqn

Lt KolTUDM

Note: (1) At minimum, the task organisation must list all major elements directly subordinate and assigned to the headquarters originating the plan. In addition, any organisations that directly support the operation, although not under the operational command or control of the appointed commander, are to be listed and designated as "support." Organisations to be established specifically for the purpose of implementing the plan, such as a joint force, should appear in the task organisation. The level of detail set forth in the task organisation should be only that necessary to convey a clear understanding of the significant forces to be committed to the operations.

(This Appendix is from the product of JIPB)

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APPENDIX 2 TO
ANNEX D TO
CHAPTER 3

INTELLIGENCE

References:

- A. Maps and charts required for an understanding of this annex.
- B. Documents that provide intelligence required for planning.
- C. Other publications that provide guidance for intelligence planning (e.g. MAFJD 2-01 - Joint Intelligence).

1. **MISSION AND CONCEPT OF INTELLIGENCE OPERATIONS.**

- a. **Mission.** State concisely the intelligence mission as it relates to the planned operation. The mission should be based upon the command mission statement in the basic plan.
- b. **Concept of Intelligence Operations.** Outline the purpose of intelligence operations and summarise the means and agencies to be employed in directing, collecting, processing, producing and disseminating the necessary intelligence during normal and crisis periods before, as well as during, execution of the plan.

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2. **SITUATION.**

a. **Characteristics of the Area.** Summarise the physical, economic, political, medical, social, and psychological aspects and conditions of the area of operations as they may influence the concept of the plan. Do not repeat information included in the general situation discussed in the basic plan. Include sufficient analysis of the area of operation to permit development of appropriate supporting plans.

b. **Weather and Terrain.** Summarise the existing terrain as it pertains to all aspects of the operation, and climatic weather conditions as they pertain to the operational environment. Specifically, incorporate applicable seasonal environmental factors and provide assessment of their impact on the total operational environment, for example:

(1) Seasonal occurrence of adverse wind and seas (e.g. monsoons).

(2) Seasonal occurrence of precipitation and other airborne contaminants (e.g. dust, smoke and haze).

c. **Estimate of Enemy Capabilities.** Using detailed characteristics developed in subparagraph 2a, provide the enemy ORBAT, an evaluation of applicable strategic and tactical doctrine, and estimates of the enemy capabilities and possible courses of action that could affect the execution of the plan and accomplishment of the mission. The enemy's capability to collect intelligence information about the planned action should be provided.

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Information pertaining to enemy capabilities should include a specific intelligence cut-off date and, when possible, identify finished intelligence products supporting these findings.

3. **INTELLIGENCE ACTIVITIES.** Identify intelligence resources and the intelligence direction, collection, processing, production and dissemination effort required to support the operation plan. Include the following specific areas:

a. **Direction.** Provide guidance for determining intelligence requirements (including those of subordinate, assigned and supporting commanders), preparing a collection plan, issuing orders and requests to information collection agencies and checking the productivity of collection agencies.

b. **Collection.** Provide guidance for systematically collecting information and material in support of identified requirements. When collection actions by national collection assets will be required, collection requirements should be stated explicitly and coordination with DISD effected in order to plan for the tasking of those assets.

c. **Reporting.** Provide guidance on reporting of collected intelligence information by all collection resources to be employed in support of the plan. Do not confuse with intelligence dissemination reporting described in subparagraph 3f.

d. **Processing.** Provide appropriate guidance with respect to converting intelligence into usable form.

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- e. **Production**. Identify the production effort, including any intelligence products required to support the plan.
 - f. **Dissemination**. Provide necessary guidance for conveying intelligence in a suitable form to appropriate agencies. Stipulate the requirements for submitting intelligence reports. Plan alternate means to ensure that required intelligence will be provided to combat units as well as headquarters during crises and combat operations.
 - g. **Counter Intelligence**. Provide information and instructions pertaining to counter intelligence operations. Details of this subparagraph may be contained in an appendix.
4. **ASSIGNMENT OF INTELLIGENCE TASKS**.
- a. **Orders to Subordinate, Assigned and Attached Units**. Use separate numbered subparagraphs to list detailed instructions for each unit performing intelligence functions, including the originating headquarters, supporting commands and separate intelligence support units.
 - b. **Requests to Higher, Adjacent and Cooperating Units**. Provide separate numbered subparagraphs pertaining to each unit not organic, attached or assigned from which intelligence support is requested.
 - c. **Coordinating Instructions**. Provide any instructions necessary for coordinating collection, processing, producing and disseminating activities.

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5. **COMMAND AND CONTROL**. Summarise those C² systems and procedures to be utilised to carry out the intelligence function or reference to the appropriate paragraphs of Appendix 8.

Enclosures: (for examples, may include):

1. Essential Elements of Information.
2. Signals Intelligence.
3. Counter Intelligence.
4. Targeting.

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**APPENDIX 3 TO
ANNEX D TO
CHAPTER 3**

OPERATIONS

References: Where applicable, list the SOP, other plans and doctrinal guidance to be followed in the conduct of combat or combat support operations.

1. **GENERAL.**

a. **Purpose.** This annex provides guidance for the conduct of combat and combat support operations.

b. **Mission.** See basic plan.

c. **Area of Operations (AO).** The AO encompassed by this plan is..... (to include the land, sea and airspace). Reconnaissance and surveillance operations are authorised in the additional area.....

2. **CONCEPT OF OPERATIONS.** The concept of operations is normally included in the basic plan. However, when lengthy and detailed, it may be written here. In that case, the format and contents are similar to the concept of operations in the basic plan.

3. **CONDUCT OF OPERATIONS.** Provide any guidance required for the conduct of specific combat operations.

a. **Readiness and Alert.**

(1) **Readiness.** Establish criteria to govern the readiness of forces employed in the plan.

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- (2) **Alert.** Estimate the conditions of warning likely to precede an order to implement the plan. Identify the system to be used for alerting the forces.

 - b. **Air Operations.** Establish the system to be used for the control and coordination of offensive air operations.

 - c. **Air Defence Operations.** Establish the system to be used for the control and coordination of air defence operations.

 - d. **Amphibious Operations.** Provide guidance for the purpose, control, and coordination of any amphibious operations in the plan.

 - e. **ASW Operations.** Provide guidance for the control and coordination of ASW operations.

 - f. **Special Operations.** Enclosure 1.

 - g. **Search and Rescue Operations.** Enclosure 2.

 - h. **Deception.** Enclosure 3.

 - i. **Reconnaissance.** Enclosure 4.

 - j. **Rules of Engagement.** Enclosure 5.
4. **OPERATIONAL LIMITATIONS**
- a. **Constraints.** List any constraints to the conduct of combat operations

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that are not enumerated elsewhere, such as the impact of deployment/employment of forces and material on airfield ramp space. Estimate the impact of these operational constraints and indicate how the concept of operations and tasks to assigned and subordinate commanders would be modified if these constraints are removed. (Constraints - Situations which cannot be changed such as weather, capability of assets, obstacles, etc).

b. **Restrictions**. List of restrictions imposed to the forces. (Restrictions - Situations that can be changed by appropriate authority; for example; no covert operations to be conducted within AO, no pre-emptive strike on enemy territory, etc.)

Enclosures: (for example, may include):

1. Special Operations.
2. Search and Rescue Operations.
3. Deception.
4. Reconnaissance.
5. Rules of Engagement.

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APPENDIX 4 TO ANNEX D TO

CHAPTER 3

LOGISTICS

Reference: Quote references necessary for a complete understanding of this Annex.

1. **GENERAL.**

- a. **Purpose.** Provide a statement of the purpose of the Appendix.
- b. **Concept of Logistic Support.** State the logistics concept for support operations and the forces assigned to implement the plan.
- c. **Assumptions.** State realistic assumptions and consider the impact of current operations on logistics capabilities. If a logistics assumption is of such significance as to influence the validity of the overall concept, then also include that assumption in the assumptions paragraph (1e) of the OPLAN and address alternatives to it.
- d. **Resources Availability.** Identify significant competing demands for logistics resources where it is expected that requirements may exceed resources. Include recommended solutions within resources levels made available for planning.
- e. **Planning Factors.** Refer to and use approved joint planning factors or Service planning factors and formulae, except when theatre experience or local conditions favour otherwise. When deviating from joint or Service planning factors, identify the factors used and the reasons for such use.

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f. **Responsibilities.**

(1) Assign logistics support responsible to assigned commanders (or Service components) and define the logistics support required from other commands for preparation of supporting plans.

(2) Assign logistics support responsible to joint agencies, such as for transportation, procurement and other providing services.

2. **SUPPLY AND DISTRIBUTION.**

a. **Distribution and Allocation.**

(1) Main and alternate supply depots or points supporting terminals to be used or considered.

(2) Pre-positioned logistics resource allocation.

b. **Level of Supply.**

(1) Indicate the time-phased operating and safety levels required to support the plan.

(2) Indicate the pre-positioned war reserve requirements to support the time-phased deployments pending re-supply.

(3) Specify significant special arrangements required for materiel support beyond the normal supply procedure.

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- c. **Salvage**. Provide instructions for and identify the logistics impact of the collection, classification and disposition of salvage.
- d. **Captured Enemy Material**. Provide instructions for the collection, classification, and disposition of enemy material.
- e. **Local Acquisition of Supplies and Material**.
 - (1) Identify acquisition of goods and services in the following categories:
 - (a) The general categories of material and services that are available and are contemplated as a supplement to regular sources.
 - (b) Those that may be used as emergency acquisition sources.
 - (2) Make a statement concerning the dependability or reliability of the local acquisition or labour source in each of the above categories and the joint or single service element that will obtain or manage these resources.
- f. **POL**. See Enclosure 1.
- g. **Inter-Service Support**. Include in this subparagraph the required planning information, including type and quantity of support and instructions where inter-Service support arrangements for common supply and service support are deemed appropriate.

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- h. **Mortuary Services**. Indicate the mortuary service activities applicable to the plan and the policy for providing these services.
 - i. **Ammunition/Ordnance**. Discuss any pertinent points. Details of requirement may be put in an enclosure.
3. **MAINTENANCE**.
- a. Include sufficient details to determine the requirements for maintenance facilities needed to support the plan.
 - b. Indicate the level of maintenance to be performed and where it is to occur, including contractor facilities, if applicable.
4. **MEDICAL SERVICES**. Provide general guidance on medical service systems in support of the operation. Details may be put in an enclosure.
5. **MOVEMENT/TRANSPORTATION**.
- a. **General**. Provide general planning guidance to subordinate, assigned and supporting organisations to assist in their planning functions.
 - b. **Transport Support Force and Movement Feasibility Analysis**.
Provide an estimate of the transport support and movement feasibility of the plan. The analysis may encompass any appropriate remarks affecting movement/transportation tasks. Consider the availability of adequate lift resources for movements of personnel and equipment, airfield reception

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capabilities, port terminal capabilities and any features that will adversely affect movement operations.

6. **CIVIL ENGINEERING SUPPORT PLAN**. If applicable, provide sufficient information of the civil engineering support requirements, or details may be put in an enclosure.

Enclosures: (for example, may include the followings):

1. POL Supply.
2. Medical Services.
3. Mortuary Services.
4. Ammunition.
5. Civil Engineering Support Plan.

SECURITY CLASSIFICATION**APPENDIX 5 TO
ANNEX D TO
CHAPTER 3****PERSONNEL**

References: Where applicable, cite the references that are necessary for a complete understanding of this Appendix.

1. GENERAL.

- a. **Purpose.** Provide a statement on the purpose of this Annex.
- b. **Concept of Personnel Support.** State the general concept of personnel support for the forces assigned to the OPLAN.
- c. **Assumptions.** State any assumption that could influence the feasibility of the personnel Annex of the plan. If any assumptions are critical to the success of the plan, indicate alternate course of action.
- d. **Planning Factors.** Where applicable, refer to and use service personnel planning factors and formulae except when theatre experience or local condition favour otherwise. When deviating, identify factors used and reasons for such use.

2. **PERSONNEL POLICIES AND PROCEDURES.** Coordinate with the service assigned and supporting commanders to do the following. For each subheading, state policies, assign responsibilities and cite applicable references and inter service support agreement:

- a. Reporting Procedures.

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- b. Replacement Policies.
 - c. Rotation Policies.
 - d. Morale, Recreation and Welfare.
 - e. Casualty Reporting.
 - f. Decorations and Awards.
 - g. Military Law, Discipline and Order.
 - h. Field Promotions.
 - i. Travel Procedures.
 - j. Leave Procedures.
 - k. Malaysian Citizen Civilian Personnel.
 - l. Non-Malaysian Citizen Labour.
 - m. Enemy POW, Civilian Internees and other detained persons.
 - n. Processing of Formally Captured, Missing, or Detained Malaysian Personnel.
3. **PAY AND ALLOWANCES**. State the entitlement of personnel for the forces assigned to the operations.
4. **LEGAL ASPECTS**. State policies, assign responsibilities and cite applicable references and inter-Service support agreements:
- a. Claims.

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- b. International Legal Considerations.
 - c. Military Justice.
 - d. Reporting Violations of the Laws of War.
 - e. Captured weapons, war trophies, documents and equipment.
5. **POSTAL AND COURIER SERVICE**. State the services available for postal and courier throughout the operations.

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**APPENDIX 6 TO
ANNEX D TO
CHAPTER 3**

CIVIL AFFAIRS

Reference: List references that establish general guidance applicable to the conduct of civil affairs activities, including civil-military agreements affecting civil affairs in the AO.

1. **SITUATION.**

a. **General.**

(1) Establish the legal basis for and expected scope of civil affairs activities in this operation; include identification of pertinent civil-military and international (for combined operations) agreements.

(2) State the purpose of this appendix, which normally is to provide instructions for guiding all relationships between the military force and civil authorities and inhabitants in the AO.

b. **Enemy.** Refer to Appendix 2, Intelligence. Assess the impact of enemy capabilities and probable COA on the civil affairs situation, with particular emphasis on identifying requirements for civil affairs functions and activities. When military operations are planned to enter enemy territory, summarise the civil affairs situation expected to exist therein, including governmental institutions, customs and attitudes of the population and availability of indigenous resources.

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- c. **Assumptions.** List the basic assumptions on which civil affairs planning is based, with particular attention to enemy courses of action, availability of indigenous resources and conclusion of necessary agreements with foreign governments on forces (for combined operations) .
2. **MISSION.** State the mission to be accomplished by civil affairs activities in support of the operations envisaged in the basic plan.
3. **EXECUTION.** Civil affairs activities may range from civil-military liaison in the AO to military assistance in the execution of governmental power. The functions required may vary widely within the AO or between phases of the operations. This paragraph may, therefore, require considerable detail and possibly alternative plans. Enclosures should be used as necessary to provide lengthy and detailed guidance.
- a. **Concept of Operations.** As a minimum, includes:
- (1) Guidance on how civil affairs activities are expected to support the forces accomplishment of its mission.
 - (2) Coordination of civil affairs activities with tactical operations, including appropriate phasing. Indicate the mutual support to be shared between civil affairs activities and PSYOP, intelligence collection, rear area security and logistics operations.
 - (3) Planned allocation and use of military units and resources for the performance of civil affairs functions.
- b. **Tasks and Responsibilities.** Assign individual tasks and responsibilities to subordinate and assigned commands.

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c. **Delegation of Authority.** Provide clear and concise statements of the authority granted to subordinate and assigned commanders for the exercise of civil affairs functions.

d. **Coordinating Instructions.** Provide necessary guidance applicable to two or more subordinate and assigned commands. These may include:

(1) Establishment of civil affairs boundaries.

(2) Liaison arrangements between these commands and with friendly forces (for combined operations).

(3) Liaison and coordination with state authorities, and with host-country or other friendly governments (for combined operations).

(4) Emergency measures for defence of civil populations.

(5) Claims policy.

4. **SERVICE SUPPORT.**

a. **Military Resource Requirements.** State any applicable requirements to maintain military equipment and supplies for support of civil affairs function. (Refer to Appendix 4, Logistics, for details may be necessary).

b. **Civilian Personnel.** Estimate the local civilian labour required and available to support military operations. (Refer to Appendix 5, Personnel, if applicable).

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c. **Civilian Facilities and Supplies.** Estimate the local civilian facilities and supplies required and available, to support the operation. (Refer to Appendix 4, Logistics, as required).

d. **Military Assistance to Governmental Power.** Whenever appropriate to an operation where assistance to governmental power is envisaged, involving legislative, executive and judicial aspects, provide guidance on the following possible areas:

(1) **Governmental Affairs.**

- (a) Civil administration.
- (b) Tribunals.
- (c) Public safety.
- (d) Public health.
- (e) Public welfare.
- (f) Public education.
- (g) Public finance.
- (h) Civil defence.

(2) **Economic Affairs.**

- (a) Economics and commerce.
- (b) Food and agriculture.
- (c) Property control.
- (d) Civilian supply.

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(3) **Public Facilities Affairs.**

- (a) Public works and utilities.
- (b) Public communications.
- (c) Public transportation.

(4) **Special Affairs.**

- (a) Displaced persons, refugees and evacuees.
- (b) Civil information.
- (c) Religious relations.
- (d) Burial and registration of civilian dead.

e. **Reports.** Establish any necessary administrative reporting requirements.

5. **COMMAND AND SIGNAL.** Indicate the difference, if any, between the command channels for the conduct of civil affairs activities and the command relationships established in Appendix 8. Where applicable, state the requirements for augmentation of the JFHQ with civil affairs personnel. Provide pertinent extracts of information included in Appendix 8 or the basic plan for the support of civil affairs activities.

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**APPENDIX 7 TO
ANNEX D TO
CHAPTER 3**

COMMAND RELATIONSHIPS

References: List documents that provide necessary guidance on the command relationships of forces concerned.

1. **GENERAL.**

a. **Purpose.** This appendix, where appropriate, establishes the relationships between the following for this operation:

- (1) NSC.
- (2) JFHQ.
- (3) Service component or other single Service commands assigned commanders.
- (4) Government departments or agencies that support the operations.
- (5) Transport agencies.
- (6) Forces or agencies of other nations (for combined operations).
- (7) Malaysian diplomatic missions (for out-of-area operations).

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b. **Scope.** Specify the scope and applicability of the command relationships established in this annex in terms of specific military operations or functions within an assigned geographic area or in terms of specific military operations or functions not limited to geographic area and specify the time or circumstances when the relationships become effective.

2. **COMMAND AUTHORITY.**

a. **JFHQ/Service Components/Assigned Forces.** Indicate the command authority to JFHQ/service components/assigned forces and to subordinate elements as appropriate.

b. **Supporting Forces.** Indicate the purpose, time and approximate duration of the attachment and the degree of authority and responsibility for the supporting forces.

3. **SUPPORT AND COORDINATION RELATIONSHIPS.**

a. **Coordinating Authority.** The JFC is responsible for coordinating specific functions or activities.

b. **Supporting Agencies.** Indicate the relationships between the elements of the force and any supporting agencies, such as MAS, MISC and Ministry of Information, as appropriate.

c. **Coordination with Diplomatic Agencies.** Indicate any requirement for coordination with Malaysian diplomatic mission in location (for out-of-area operations) that is not included elsewhere in the plan and who is responsible for such coordination.

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4. **RELATIONSHIPS WITH INTERNATIONAL AND FOREIGN COMMANDS AND ORGANISATIONS.** Indicate command arrangements or relationships to be established with international commands and organisations, (e.g. UNTAG) as appropriate, for out-of-area operations, and with foreign military commands (for combined operations). Indicate the conditions under which such relations would become effective.
5. **PLANNING RELATIONSHIPS.** Specify any relationships between military commands that are to be established for the purpose of developing supporting plans. When necessary, include arrangements for coordination with other nation commands and non-military agencies.

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**APPENDIX 8 TO
ANNEX D TO
CHAPTER 3**

COMMAND AND CONTROL SYSTEMS

References: Where applicable, list references required for a complete understanding of the appendix.

1. **GENERAL.**

a. **Purpose.** Provide a brief, general statement on the purpose of this appendix.

b. **Situations.**

(1) **General.** Refer to appropriate section of the basic plan unless this annex is issued separately. In that case, include a brief description of the general situation as it will affect C² planning.

(2) **Enemy.** Assess in detail enemy counter C³ and signal-intercept capabilities that may threaten and constrain effective friendly command and control. In addition to capabilities that represent a threat to the success of the C² mission, list all enemy vulnerabilities that may be exploited by friendly forces.

(3) **Friendly.** Provide an analysis of friendly C² facilities, resources and organisations that affect the planning of subordinate commands. Indicate the manner in which C² force not included in the task organisation will cooperate in support of the operation. Place special

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emphasis on listing applicable international bilateral arrangements that have been made to obtain or provide C² support (for combined or out-of-area operations).

(4) **Assumptions.** State the assumptions that establish essential criteria for development of JFHQ/Service-controlled assets and security of key facilities outside the combat zone.

2. **MISSION.** State the C² mission in terms of the overall operation. The purpose of this paragraph is to inform the executing commands of the C² systems and procedures required to support the operations. The statement of the mission must define the broad tasks and the purpose in order to establish a basis for integration and coordination of actions to be taken.

3. **EXECUTION.**

a. **Operational Concept.** Describe briefly how the entire operations is visualised. Place particular emphasis on those aspects of the basic plan that establish C² requirements and that affect C² capabilities and limitations.

b. **Tasks and Responsibilities.** Assign individual C² tasks and responsibilities to each subordinate component or other subdivision of the force. Inform each organization of 'what' must be done to carry out the C² mission. The task assignment should include the 'when' and 'where' of the respective missions. Only a brief narrative of the tasks need be included in this paragraph; details if necessary may be amplified in enclosure.

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4. **SPECIAL MEASURES.**

a. Provide information regarding each special measure or procedure necessary for the support of the mission not covered in paragraph 3.

b. Include information on C² operations that are not part of the main effort. Explain 'who' is going to perform the function of special measures, 'where' it will be done and 'what' responsibilities the C² units of the force will have in cooperating in the execution of these special measures. Examples of such measures are frequency, plans and electronic identification procedures.

c. **C³ Protection (EW/Operational Security).** Refer to enclosure as required.

5. **LOGISTICS.** Provide broad instructions concerning logistics support for C² operations. Include remarks pertaining to inter-service C² supply and maintenance matters, e.g. assignments of logistics or maintenance responsibilities to a single component or other cross-servicing arrangements.

SUGGESTED CONTENTS OF CONPLAN

(This format for the CONPLAN serves as guide only and do not limit it to this suggested format. Planners may include other matters which are of importance to the operations or exclude those irrelevant)

SECURITY CLASSIFICATION

(Copy Noof)

(Issuing HQ and Location)

(Date)

(File Ref)

(See Distr)

CONPLAN - (TITLE OF THE PLAN - DEFENCE OF PULAU LANGKAWI)

Ref: List any maps, charts or other documents essential to an understanding of this plan.

TASK ORGANISATION: List the principal headquarters and the number and types of major combat units. If lists of support forces have been earmarked, include it here or append it as an attachment.

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1. **SITUATION.**

- a. **General.** Describe the general politico-military environment that would establish the probable preconditions for implementation of the plan.
- b. **Pre-Conflict Actions.** Summaries the pre-conflict actions to be taken upon implementation of the plan.
- c. **Enemy.** Identify the opposing forces that could be expected on implementation. Refer to appropriate intelligence documents or annexes that estimate their military capabilities.
- d. **Friendly.** List the general tasks that friendly forces, other commands, or governmental agencies would be requested to perform in support of this operation, including the provision of augmentation forces.
- e. **Assumption.** List the assumptions on which the plan is based. The assumptions should be the conditions most likely to exist or those that, should they occur, would have a significant impact on the conduct of this operation. Assumptions (if applicable) should also specify the degree of mobilisation assumed (i.e. full, partial or none).
- f. **Legal Considerations.** List those legal considerations on which the plan is based.

2. **MISSION.** State concisely the purpose of this plan and the task to be accomplished by conducting the operation. The mission statement should be clearly related to the planning task assigned by CDF.

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3. **EXECUTION.**

a. **CONOP.** Provide sufficient detail to convey a clear and complete understanding of how the operation would be conducted from beginning to end.

(1) **General.** Provide a general statement as to what headquarters and forces would be employed, what they would do and where, and what time-phasing would apply to the overall operation.

(2) **Employment.** Indicate how the deployed forces would be employed to accomplish the mission, in appropriate phase if necessary. As applicable, indicate the role of land, air and naval forces. Indicate EW, PSYOP, deception or other supporting operations that would be conducted and describe briefly how each could be expected to contribute to the accomplishment of the mission. Include generalised target selection criteria.

(3) **Deployment.** Consider the need for precautionary or rapid initial deployments that could minimise the ultimate operational requirements.

(4) **Concept of Intelligence Operations.** Outline the purpose of intelligence operations and summarise the means and agencies to be employed in directing, collecting, processing, producing and disseminating the necessary intelligence during execution of the operation.

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- b. **Tasks**. In separate numbered subparagraphs, assign tasks to each subordinate element that would participate in the operation. Include requirements for preparing supporting plans and for coordinating inter-service support.
- c. **Coordinating Instructions**. List instructions applicable to the entire forces that are necessary for proper coordination of the operation and are not included elsewhere. In particular, the terms pertaining to the timing of execution and deployment.
- d. **Operational Constraints**. List the operational constraints that would adversely affect the accomplishment of the mission and state the impact of each.
4. **SERVICE SUPPORT**. Provide a general estimate of logistics and administrative requirements to support the plan and constraints expected to existing in the support system. Identify, as appropriate, the types of support required from sources external to the forces assigned.
- a. **Concept of Logistics Support**. Provide a general statement or how the force would be transported to the area of operations and provided logistics support during both the deployment and employment phases of the operations.
- b. **Assumptions**. List assumptions regarding friendly or enemy posture that would significantly influence logistics planning and are not included in subparagraph 1e.

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c. **Supply and Distribution.**

(1) Indicate the stocking-level objectives to be attained within the area of operations.

(2) Estimate the level of consumption required to sustain the operations envisaged and identify any foreseeable deviations from service-established consumption rates.

(2) Identify mutual support requirements expected to exist between this force and other friendly forces (where applicable)

(4) Identify and assign responsibilities for inter-service support requirements.

d. **Medical Service.** State the general system to be used in hospitalisation and evacuation of casualties.

e. **Movements.**

(1) Estimate the aggregate totals of airlift sealift and land transportation required to support the plan. Indicate what proportion of these requirements could be supported within the force itself.

(2) Indicate the sea and air terminal capabilities expected to be available for use in deploying and supporting the force.

(3) Where applicable, indicate the deployment routes that would be

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used and the requirements for bases, transit rights and authorisations.

- f. **Civil Engineering Support.** Indicate the capability of existing and planned bases to support the operation envisaged. Refer to separate studies, as appropriate.
- g. **Personnel.** State the general concept for personnel support of the operation. Identify significant legal problems, such as the requirement for Status-of-Force Agreements (for out-of-area operations, as appropriate).
- h. **Public Affairs.** State the general concept of support for the operation.
- i. **Civil Affairs.** Estimate the general nature and extent of civil affairs activities required in the area of operations.
- j. **Logistics and Administrative Constraints.** Indicate limiting features expected to be encountered and, if appropriate, alternate course of action with respect to:
- (1) Availability of supplies to meet initial requirements.
 - (2) Availability of transportation to meet initial requirements for deployment of forces.
 - (3) Identifiable shortages of critically mobility support and logistic support units.

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(4) Availability and capacities of transit and offload base and port facilities.

(5) Identifiable shortages of specialist personnel required for logistic support operations.

5. **COMMAND AND SIGNAL.**

a. **Command Relationships.** Summaries the command relationships applicable to the conduct of this operation. Indicate what, if any, subordinate commands would be established and what command lines to subordinate forces would be established. Identify what relationships would need to be established with foreign governments and forces and with other Malaysian governmental agencies.

b. **Command and Control.** Summaries the C² requirements for adequate command and control. Estimate the capability of available organizations and facilities to support the requirements. Identify any foreseeable constraints to adequate C² support.

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SUGGESTED CONTENT OF SUPPORTING PLAN

(This format for the Supporting Plan serves as guide only and do not limit it to this suggested format. Planners may include other matters which are of importance to the operations or exclude those irrelevant)

(Copy Noof)

(Issuing HQ and Location)

(Date)

(File Ref)

(See Distr)

SUPPORTING PLAN - (Title of Plan)

Reference: List any maps, charts or other documents essential to an understanding of the plan.

TASK ORGANISATION: List the units, squadrons, detachments, teams, etc, involved in providing the support described in this plan. This list will contain only

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those forces under the direct command of the supporting command or agency originating this plan.

1. **SITUATION**. The paragraphing of a supporting plan is essentially the same as that for an OPLAN. Information contained in the OPLAN, however, need not be repeated in the supporting plan. The objectives of a supporting plan are:

a. To provide information in greater detail to the appointed commander (support commander) of the planned support he can expect when the OPLAN is implemented.

b. To detail the support requirements to the immediate subordinates of the command tasked to provide support so that they can further plan and prepare accordingly.

c. **Assumptions**. List the necessary assumptions on which the supporting plan is based.

2. **MISSION**. State concisely the task and purpose to be accomplished on implementation. The mission stated should be that of the commander providing support; it is usually the task assigned by the JFC (supported commander) and derived from EXECUTION paragraph, of the OPLAN.

3. **EXECUTION**.

a. **CONOP**.

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- b. **Tasks**. In separate numbered sub-subparagraphs, list the task to be performed by each of the subordinates.
 - c. **Coordinating Instructions**.
 - d. **Supporting Plans**. List any requirements for additional supporting plans to be prepared by the subordinate units.
4. **SERVICE SUPPORT**.
- a. **Concept of Support**. Describe the concept of support of the force in question including the responsibilities assigned to a single Service and any cross-service support agreed.
 - b. **Logistics**.
 - c. **Personnel**.
5. **COMMAND AND CONTROL**.
- a. **Command Relationships**. Indicate the command authority of the subordinates as delegated to the JFC (supported commander), the duration of assignment/detachment, etc.
 - b. **Command Posts**.
 - c. **Succession to Command**.

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d. **Command and Control Systems.**

e. Execution Checklist. As applicable to the single Service command providing the support downstream to its subordinates tasked to provide the support described in the plan.

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Annex

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SUGGESTED CONTENT OF OPERATION ORDERS (OPO)

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(Issuing HQ and Location)

(Date)

(File Ref)

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OPO 2/2010 (TITLE OF OPO)

References

Time Zone

Tasks Organisation. This information may be given here, in paragraph 3 (EXEC) or in an annex. Under this heading, as appropriate, the subdivisions of the force, including attached units together with the names and ranks of the commanders may be listed.

1. **SITUATION.** Give briefly the general picture, so that subordinate commanders will understand the current situation, under the following headings:

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- a. **Enemy Forces**. Composition, dispositions, locations, movements, estimated strength, identification and capabilities.
 - b. **Friendly Forces**. Information concerning friendly forces not involved directly in the operation for which the order is written.
 - c. **Attachment and Detachment**. These are units attached to or detached from the issuing formation or unit together with the times they are effective. It should be listed in accordance to the status of operational command.
2. **MISSION**. A clear, concise statement of the task of the command. This paragraph is not to be sub-divided.
 3. **EXECUTION**. The 'Exec' paragraph is laid out to suit the requirement of the particular operation. Subsequent sub-paragraphs assign specific force and tasks to each element of the command. Instruction or information applicable to 2 or more elements of the command may be placed in a final sub-paragraph under 'Coordination Instruction'.
 4. **SERVICE SUPPORT**. This paragraph contains a statement of the administrative and logistic arrangements to support the operation. It may include the commander's direction of specific interest to service unit commanders.
 5. **COMMAND AND SIGNAL**. This paragraph contains the headquarters

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locations and movements, liaison arrangements, recognition and identification instructions and all details concerning the use of communication and other electronic equipment, if necessary.

Ack OpO

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Annex

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SUGGESTED CONTENT OF OPERATIONAL INSTRUCTION (OP INSTR)

This format for the Op Instr serves as a guide only and do not limit it to this suggested format. Planners may include other matters which are of importance to the operations or exclude those irrelevant)

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(Issuing Headquarters and Location)

(Date)

(File Ref)

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OP INSTR 2/2010 (TITLE OF OPO INSTR)

Ref: (Map references confine to maps and charts).

(Issued in conjunction with OpO dated) (if applicable).

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1. **SITUATION.**

a. **Enemy Forces.** (Enemy situation, giving full information not known to the recipient. This covers the enemy situation. It should give as much information on the enemy that could affect possible course open and forecast of probable actions to the recipient).

b. **Friendly Forces.** (This covers the future plan of the commander and his intention with his main force that are not normally known to the recipient. It may include the commander's appreciation of the situation).

c. **Att and Det.** (If appropriate).

2. **MISSION.** (A clear, concise statement of the task and its purpose).

3. **EXECUTION.** (It is essential that this aspect covers the task in general and task in particular. It should also cover the broad deployment of forces and other coordination aspects that could affect the operation of other units within the command).

4. **SERVICE SUPPORT.** (Normal admin matters are specified under this heading).

5. **COMMAND AND SIGNAL.** (The following should be included

a. Restrictions on the use of radio.

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- b. Radio frequency and details of any tentacles or extra radios allotted.
- c. Code words and nicknames.
- d. Recognition and identification instructions).

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**APPENDIX 9 TO
ANNEX D TO
CHAPTER 3**

PUBLIC AFFAIRS (PA)

References: Where applicable, list MINDEF policies, Service regulations, command directives and any other materials referred to herein as guidance to subordinates for preparing and implementing a PA plan to support the intended operation.

1. **SITUATION.**

a. **General.** This Annex assigns responsibilities and provides guidance for military PA actions (public information, command/internal information, and community relations).

b. **Enemy.** Enemy forces can be expected to attempt to mould local and foreign public opinion through the use of propaganda, disinformation and fictionalised reporting in order to discredit Malaysia and create opposition to the course of action.

c. **Assumptions.** The following assumptions can be made for PA planning purposes:

(1) NSC or its designated representative will normally make the initial release concerning this operation.

(2) The commencement of an operation will attract media attention. Media representatives (local and foreign) are expected to seek access to the area of operation and staging areas.

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- (3) For combined operations, host-nation desires should be considered in developing and executing PA programme.
- (4) The appointed commander should be prepared to host MINDEF media pool during the initial stage of operations.
- (5) All PA actions will be in accordance with applicable MINDEF policies and other directives, unless specifically stated otherwise.

2. **MISSION.**

- a. Keep the Malaysian people informed of operations to the maximum extent consistent with operational security and personnel safety.
- b. Provide PA support to the on-scene commanders.
- c. Counter enemy propaganda efforts and disinformation that discredit Malaysian political and military efforts by providing the media with access to unclassified, timely and accurate accounts of the operation.

3. **EXECUTION**

- a. **Concept of Operations.** Normally, PA support for an operation should be planned to cover the stages during the planning of the operations itself, the deployment, conduct of operations and the re-deployment/after-action evaluation.

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b. **Tasks.** The following are possible tasks to be completed during the stages by the commands/agencies indicated:

(1) **MINDEF PR Directorate.**

- (a) Provide instructions on authority to release information to the appointed commander and other supporting commands.
- (b) Provide on going changes to approved PA guidance.
- (c) Ensure that local and foreign media organisations are informed in advance of accreditation requirements, such as dress, inoculations, passport/visa requirements and other such requirements.

(2) **Joint Force Commander's PA Officer.**

- (a) Handle routine PA matters for the appointed commander.
- (b) In coordination with Service components, arrange for and task Services' assets to provide support for PA purposes.
- (c) Coordinate this annex with other planners to ensure that the required support is detailed.

(3) **Assigned Commanders (Component Commanders).**

- (a) Plan, coordinate and conduct PA programmes as directed by the JFC and submit any internal or external news

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release material to the JFC PA Officer for review and approval prior to use.

(b) Coordinate with the JFC PA Officer, all significant PA actions or problems.

(c) Provide support for the media as detailed in this Annex and as directed by higher authority, including transportation support, access to military communications, messing and accommodation.

(d) Coordinate PA annexes of supporting plans with logistics, communications, operations and other planners, as appropriate.

(e) Be prepared to provide physical security personnel to guard media members.

c. **Coordinating Instructions.** List the instructions necessary to coordinate PA activities at all levels down to assigned commanders to cover, for example, liaison, release of information, interviews and news conference, reporting of accidents/incidents, keeping of historical records, etc.

4. **ACCREDITATION.** Accreditation procedures will be implemented by MINDEF PR Directorate, the supported command (of the JFC) and supporting commands to provide for physical security in the AO and to provide guidelines for military support to the media. Accreditation normally would include the following:

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- a. Verifying identity of the media representative by picture ID, obtaining next-of-kin information and checking immunisation records and passports.
- b. Media representatives must be properly dressed for the climate and terrain, have equipment to carry out their mission and have satisfied passport and visa requirements.
- c. Media representatives will be provided a copy of the general and specific ground rules in effect and must agree to abide by them in return for military support and information.
- d. Media representatives should have sufficient funds to cover expenses, such as messing, use of commercial long distance phones, etc.
- e. The above accreditation requirements will be made known to media organisations by MINDEF PR Directorate, the supported and supporting commands and services and the fact that accreditation provides them no special privileges or guaranteed access to the AO. Access to the AO is the prerogative of the On-Scene-Commander (OSC), through the JFC. Military logistics, transportation and communication facilities support will be limited and may not be provided to all accredited media representatives.
- f. Accreditation may be withdrawn by MINDEF PR Directorate, the JFC, OSC, or the relevant PA Officer for the following reasons: personal misconduct, violation of ground rules and failure to meet financial obligations to the Government.

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5. **FIELD PRESS CENSORSHIP (FPC).**

a. FPC in the AO will normally not be invoked. MINDEF PR Directorate would provide policy guidelines and instructions to all concerned commands. FPC would be concerned only with security review of news material and would not include accreditation, providing media support or internal information. The objectives would be to ensure the prompt public release of the maximum information consistent with security and to prevent disclosure of information that could assist the enemy.

b. If directed, the JFC would be responsible for implementing FPC in the AO.

c. Unless FPC has been invoked by higher authority, no attempt will be made to censor the copy to be transmitted over military communications facilities. The copy transmitted over military communications facilities will be reviewed prior to transmission. Security violations will be reported to the media representative who authored the article. If the copy is not redrafted to overcome valid security objections, the disputed copy will be sent via secure message to MINDEF PR Directorate and MAF HQ for review, resolution and ultimate release. The copy will not be refused solely because it is derogatory or uncomplimentary.

6. **ARRANGEMENTS FOR THE MEDIA.** MINDEF PR Directorate may authorise a military media team to accompany deployed forces. If a military media team is not used, it is very likely that news media representatives will already be in the AO or that the JFC will provide media access at some point after the operation

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has commenced. Once the media are allowed access, they should be given the necessary support to allow them to carry out their mission of reporting the operation. This support should include: messing, accommodation and if necessary, emergency medical treatment, access to transportation and communications facilities at government expense, access to unclassified operational information (consistent with operational security guidance) and other support as detailed in the following paragraphs. Where possible, media representatives or groups of representatives will be escorted by the PA personnel.

a. **Facilities.**

(1) Members of the military media team or other media will be supported as directed by this Annex and the JFC.

(2) In the absence of commercial facilities, PA personnel sent to the AO should provide liaison between OSC and his staff and the media.

b. **Expenses.** Services will be provided to the media on a reimbursable basis. Requirements for reimbursement should not interfere with the media's mission.

c. **Status.** News media representatives will normally be afforded the privileges of a junior officer for the purpose of accommodation and transportation.

d. **Daily Briefing.** During the operations, the PA Officer in charge, in coordination with the OSC, will schedule a minimum of one daily

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comprehensive unclassified briefing on the operations for the news media representatives. This briefing will outline, within the bounds of essential military security, the day's plans and the status of operations.

e. **Communications.** During the operations, media representatives will use commercial communications facilities whenever they are available. When commercial facilities are not available, the OSC will provide communications support over the military systems, but not at the expense of critical communications. Media traffic will be processed as soon as possible, contingent to the tactical situation.

f. **Transportation.** The JFC will provide authorised media representatives with military travel into and within the AO when such travel is in connection with assignments to cover the operations and when commercial transportation is restricted into the area or is unavailable

7. **SECURITY OF OPERATIONS AND PERSONNEL.**

a. **Operations.** Implementation of a PA plan presents a variety of problems in maintaining a balance between securities and providing information to the public. This should not preclude providing maximum assistance to media representatives to support their mission. Diplomatic and political considerations of all statements or news releases to media representatives should be weighed carefully at all echelons of command. Guidelines to follow when correspondents are present in the AO include:

- (1) Access to operations must be controlled. Media must not have access to intelligence centres or other classified areas.

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(2) No correspondent will be granted access to classified information.

(3) "Off the record" statements will not be made in briefings or discussions in the presence of the media.

b. **Personnel**. Personnel security is the responsibility of the media representatives. PA Officers will ensure that they are briefed on the dangers of accompanying forces into combat areas and areas within the AO that are temporarily restricted. The PA Officers, in coordination with OSC, will determine the necessity for physical security forces at locations.

(Amplifying enclosure as necessary)

CHAPTER 4

DELIBERATE PLANNING PROCESS

INTRODUCTION

401. Deliberate planning is a highly structured process that engages the commanders and staff of the entire JOPG in the methodical development of fully coordinated, complex planning for all immediate operations and contingencies. Contingencies are planning done in preparation for a situation that may take place and can be reasonably anticipated. It relies heavily on assumption regarding the political and military circumstance that will exist when the plan is implemented. The deliberate planning process has five formal phases. These phases facilitate the production of a family of plans (the main plan plus all supporting plans) and subject them to a formal process of review and approval.

GENERAL INFORMATION

402. **Principles of War.** The accepted principles of war provide the basic guidelines to all operational planning. (Refer to MAFJD 0-01 Chapter 4).

403. Planners at all levels should also pay particular regard to the Joint operational planning principles as follows:

- a. **Aim.** The aim of a particular operation should be consistent with defence objectives and achievable within available resources.
- b. **Security.** Security may present a constant problem during planning. Compromise of a plan or even knowledge of the existence of the plan may prejudice the success of the operation.
- c. **Completed in Time.** Completion and distribution of the plans must ensure subordinate commanders have adequate time to implement them.
- d. **Simple.** The plan must be prepared and presented in such a manner that there is no misunderstanding by those subjected to its direction.

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- e. **Tested.** Every plan or action should be tested for its effects on the achievement of the aim.
- f. **Wide Distribution.** Distribution of plans should be sufficiently wide to ensure that all assigned and supporting force commanders are aware of their responsibilities.
- g. **Intelligence.** There is a continuing requirement to determine intelligence inputs, prepare collection plans, issue orders and request to collection agencies, and review the output of collection agencies.
- h. **Assumptions.** Planning assumptions which are sensitive to changes and which would significantly affect the outcome of the plan as a whole should be highlighted, the nature of their sensitivity described and the possible range of outcomes stated.

THE PLANNING PHASES

404. The planning phase is a series of phase representing a logical progression of command and staff actions. Although it is essentially a sequential process, all concerned with the deliberate planning process must recognise the need for concurrent, parallel and detailed planning as each situation may dictate.

405. The planning phases are as follows:

- a. **Phase I - Initiation.**
- b. **Phase II - Concept Development.**
- c. **Phase III - Plan Development.**
- d. **Phase IV - Plan Review.**
- e. **Phase V - Supporting Plans.**

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PHASE I - INITIATION

406. Planning is initiated by the CDF by way of an ID. The ID is formulated by SPG based on the MSE that have been approved by the JCC and NSC. The ID is directed to the JFC or any other Commander that the JCC have agreed upon.

407. In the initiating phase, planning tasks are assigned and major combat forces and strategic transportation assets available for planning are identified. If necessary, priorities and deadlines are established for completing plans. The ID would also specify whether a CONPLAN or an OPLAN is required.

PHASE II - CONCEPT DEVELOPMENT

408. The concept development phase is perhaps the most critical phase, as the whole plan would eventually be built around the selected CONOP which is the product of the Concept Development. In this phase JOPG will begin the planning with the Preliminary Scoping, JIPB and JMAP.

409. Planners should take note that it is during the concept development the key issues are likely to surface. Key issues are any of those factors that could impact critically on mission accomplishment. Examples are equipment or other material shortfalls or mobility vulnerabilities. If at any time in the planning process, planners identify key issues that they cannot be resolved, the issues must be brought to the attention of the CDF or JCC immediately. Extremely critical key issues may require a prudent change to planning, tasks and/or political guidance for the plan.

410. **Preliminary Scoping**. The Preliminary Scoping is led by the JFC and/or COS, generally involving the CPG and/or JOPG and other specialist staff as required. Preliminary Scoping will provide the JOPG with the Commander's Initial Guidance for them to begin the planning process. The Preliminary Scoping would normally cover the following areas:

- a. Commander's Initial Guidance (or refined and updated Commander's Initial Guidance if provided prior to Preliminary Scoping).

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- b. Strategic level direction.
- c. Intelligence update (based on the data requirements for Step One of the JIPB).
- d. Status of current operations.
- e. Time constraints and planning considerations.
- f. Force preparation and capability requirements.

411. **Joint Intelligence Preparation Battlespace**. The JIPB is a systematic, dynamic process for analysing the environment and adversary, considered in the dimensions of time and space. The JIPB should be conducted during peace time and all the 4 steps of JIPB needs to be updated when conflict arise. By doing so, it provides the commander more time to conduct the JMAP and most of the information needed to conduct JMAP is available. The JIPB is designed to support staff planning and prepare the foundations for informed military decision making within the JMAP. JIPB is also a processing medium through which intelligence staff can provide an assessment of environmental effects on an operation and an estimate of adversary capability and intent. In the SPG, the Director Defence Military Intelligence (DISD) is responsible for the formulation of JIPB where else at JOPG the ACOS J2 is responsible for JIPB.

412. The Steps of JIPB are as follows:

- a. **Step 1** - **Define Battlespace Environment.**
- b. **Step 2** - **Describe Battlespace Effects.**
- c. **Step 3** - **Evaluate Threat.**
- d. **Step 4** - **Determine Adversary COA.**

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413. **Joint Military Appreciation Process**. The JMAP is a JFHQ function directed by the commander, led by the COS or senior J5 branch officer. It is supported by all JFHQ staff branches, specialist staff and specialist advisers external to the JFHQ. The JMAP is the crux of joint operations planning at all levels of conflict. It builds on the JIPB, the commander's selected adversary COA and is supported by the continuous intelligence cycle. The JMAP provides a logical process within JOPP to develop a CONOP which forms the basis for an OPLAN. In the SPG, the ACOS J5 MAF HQ is responsible for the formulation of JMAP where else at JOPG the ACOS J5 is responsible for JMAP.

414. The steps of JMAP are as follows:

- a. **Step 1 - Mission Analysis (MA).**
- b. **Step 2 - COA Development.**
- c. **Step 3 - COA Analysis.**
- d. **Step 4 - Decision and CONOP.**

415. **Step 1 - Mission Analysis (MA)**. MA is the principal decision making tool that promotes the application of mission command. Mission analysis is the dynamic and continual process of review and re-evaluation of the operational situation by the commander and his staff. It is that critical part of the decision-making process where tasks necessary to fulfil the mission are extracted and deduced from the ID and NSC guidance. It places in context what effect has to be achieved in the overall design for operations and enables the commander to assess his assigned tasks, as well as the purpose behind them. Implicit in this concept is the requirement for subordinate commanders to understand completely the overall intent of their commanders. It is in order to establish what tasks, constraints and limitations exist, which may be fundamental to the development of their own plans within the overall framework of the superior's plan. At the end of the mission analysis, the commander provides

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'**Commander's Guidance**' to the staff confirming the mission, intent and broad themes in order to achieve his mission.

416. **Step 2 - COA Development.** The COA Development stage of the JMAP is where the JOPG uses the Commander's Guidance and the broad themes to develop a number of COA that provides the commander with a range of workable options from which the Commander will choose a plan. The COA is tested against a set of criteria to determine success and differentiation. The COA Development stage concludes when the Commander decides which COA will be recommended for the war game in COA Analysis in the next step.

417. **Step 3 - COA Analysis.** COA Analysis tests COA through to their end state to identify their advantages and disadvantages, for comparison in the decision step of the JMAP. Generally, the method of analysis used is based on war gaming each COA against the enemy's most likely and most dangerous COA. War gaming validates each friendly COA, determining workability, strengths and vulnerability. The detailed results of war gaming also provide the Decision Point (DP), actions and timings needed, to synchronise friendly force actions and effects across the entire battle space. The requirement for additional branch or sequel will also be identified. During war gaming, the commander and staff consciously visualise the flow of battle and identify potential events and requirements that are then used to improve the potential of each COA or reveal any unworkable COA. Enemy contingent responses to friendly actions are considered and counter moves are planned to ensure that the COA retains the initiative to achieve the desired shaping effect on the enemy. The products of COA Analysis are robust, which will include, modified COA, a synchronisation matrix and other supporting staff material such as overlays, sketches and etc.

418. **Step 4 - Decision and CONOP.** In final step of the JMAP, the commander compares the strengths and weaknesses of each own/friendly COA enhanced and improved during the previous JMAP step (COA Analysis). The commander decides on which COA is to be developed into a CONOP, which will form the basis for the

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OPLAN to be formulated during the Phase III (Plan Development) of the JOPP. The develop CONOP will then be presented to the JCC for approval and once the CONOP is approved it will then be converted into a CONPLAN or OPLAN depending on the ID. The JOPG will move on to Phase III (Plan Development) of the JOPP.

419. MAF planners are authorised to use the JMAP as the basis of JOP. Further details on JMAP are fully explained in the MAFJP 5-01.1 - JMAP.

PHASE III - PLAN DEVELOPMENT

420. Essentially, the plan development phase expands an approved CONOP into a complete OPLAN, i.e. the CONOP is translated into greater details or into a CONPLAN with sufficient details in it. For the OPLAN the emphasis of plan development is centred on the detail deployment and support of the forces determined from the CONOP. Due to the detailed planning process involved in JMAP, the appreciation itself is sufficient enough to produce an OPLAN. However, for a clear and systematic plan development, the following five steps are recommended:

- a. **Step 1 - Force Planning.**
- b. **Step 2 - Support Planning.**
- c. **Step 3 - Movement Planning.**
- d. **Step 4 - Shortfall Identification.**
- e. **Step 5 - Documentation.**

421. **Step 1 - Force Planning.** The purpose of force planning is to identify all available forces required to support the CONOP. The forces to be assigned include not only the major combat forces, but also combat support and service support forces in detail, down to unit level (battalions, squadrons, detachments, teams and etc). To facilitate subsequent movement planning, the force's list should also contain information pertaining to the following:

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- a. The gross weight and volume of equipment and unit-related supplies, the number of personnel in the units and other information needed to plan its deployment.
- b. The home locations to specified destinations at the area of operations in accordance with the priorities of movement.

422. **Step 2 - Support Planning.** During the support planning step, JOPG (J4) continues to work with the Service and assign commanders to ensure that their force will be sustained in combat. Support requirements include supplies, equipment, replacement personnel for the forces, as well as civil engineering, medical and Prisoner of War (POW) materials. Where applicable, they also include equipment and supplies to support the civil affairs effort. Support planning must also take into consideration the guidance on priorities, supply built-up policies and information on common and cross-servicing agreements.

423. Support planning is completed when all significant supply, equipment and personnel requirements have been specifically determined and consolidated. Most of the information need to formulate Phase V (Supporting Plan) will be taken from this step.

424. **Step 3 - Movement Planning.** The objective in movement planning is to produce the transportation options to meet the desired objectives of the OPLAN. In the force and support planning steps earlier, large numbers of personnel and huge amounts of equipment and supplies were identified for movement to an area of operations that may be a few hundreds of miles away. Since those forces and their support itinerary must arrive at the right places at the right times and in the proper sequence to support the OPLAN, planners time-phase them into appropriate ports and airports of disembarkation.

425. The strategic movement or the inter-theatre movement is only part of a complex logistic problem and Strategic Logistic Planning Group (SLPG) is responsible to coordinate this requirement. Assign Force must travel to the ports and airports for embarkation, supplies must be requisitioned and delivered on time.

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Loading must be done according to the type of off-loading expected (amphibious, airdrop, administrative, etc) and there are always competing needs for lift resources and support facilities. Transportation feasibility should not be confused with the overall plan feasibility; the plan must be logistically supportable as well.

426. **Step 4 - Shortfall Identification.** Identifying and resolving shortfalls continue throughout the planning process. This step, however, focuses on identifying and resolving those movement shortfalls determined earlier. Planners should identify unresolved shortfalls that must be considered for corrective actions by the higher-level decision makers or those that must be discussed in conference with representatives from supporting commands or other agencies for resolution by compromise or mutual agreement. The CDF and/or JCC must approve any changes that would affect the approved CONOP or the concept of support.

427. Planners can take a number of actions to resolve shortfalls. A combination of the following options may be necessary:

- a. Refine unit or cargo priority.
- b. Adjust embarking/disembarking points, routing or timings.
- c. Change lift mode.
- d. Adjust pre-positioned forces or resources.
- e. Enhance preparedness by upgrading ports and airports.
- f. Seek additional assets.
- g. Submit the plan to the CDF and/or JCC with unresolved shortfalls, if other options cannot resolve them or if use of options would result in an unsatisfactory solution.

428. If, at any time in the planning process, planners identify a problem that will adversely affect the plan, they should take appropriate actions to either correct it or call it to the attention of someone who can (CDF or JCC).

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429. **Step 5 - Plan Documentation.** Plan documentation is the final step in the plan development phase. The objectives of this step are to prepare the basic plan, all required annexes and appendices, and other administrative documents required for submission and distribution. **The fully documented plan is an OPLAN.**

430. Information gathered by the planning staff during the entire deliberate planning process is used for plan documentation. The actual writing of individual elements of the plan can begin whenever there is enough assembled information for a specific topic.

PHASE IV - PLAN REVIEW

431. During the plan review phase, the JCC performs a formal final review of the fully documented OPLAN for its adequacy and feasibility. The review for **Adequacy** determines whether the scope and OPLAN are sufficient to accomplish the assigned tasks. It assesses the validity of assumptions and compliance with guidance. The review for **Feasibility** determines whether assigned tasks could be accomplished using available resources.

432. Appropriateness, availability and planned use of available resources are the primary factors considered. The services and other agencies may also take part as necessary.

PHASE V - SUPPORTING PLANS

433. The final phase of the deliberate planning process requires all supporting plans to be completed, documented and validated. Supporting plans are produced once the OPLAN has been approved by the JCC during the Phase IV (Plan Review). The Joint Logistics Planning Group (JLPG) is responsible to formulate the Supporting Plan and it will be submitted to the JFC within a designated/stipulated time-frame. Review of supporting plans is the responsibility of the JFC. Once the supporting plan is approved by the JFC, the JLPG staffs need to coordinate the supporting plan with the services.

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EXECUTION PLANNING

434. The Execution Planning will commence once the JOPP has been completed. The J3 or the J5 staff will then transform the OPLAN and the Supporting Plan into OpO or Op Instr. Once OpO or Op Instr has been approved by the JFC it will then be issued to the Joint Task Force Commanders (JTFC) and the immediate HQ where the forces are assigned from.

SUMMARY

435. The Deliberate Planning Process is designed as a cyclic planning process during peacetime conditions and provides the JOPG an opportunity to develop and refine plans to be used in a conflict situation. This chapter has provided a comprehensive insight into the Deliberate Planning Process, emphasising on the five phases to be taken throughout the whole of this planning process.

CHAPTER 5

CRISIS PLANNING

INTRODUCTION

501. A crisis is defined as **"an incident or situation involving a threat to Malaysia, its territories and possessions that rapidly develops and creates a condition of such diplomatic, economic, political or military importance to the Malaysian Government that commitment of military forces and resources is contemplated to achieve national objectives"**.

502. From this definition, certain critical characteristics of a crisis can be discerned. A crisis usually occurs with little or no warning. It is a fast-breaking event that requires accelerated decisions in time. At National Strategic Level the NSC will decide whether it is a Crisis or not where else at the Military Strategic Level, the JCC will decide whether it is a Crisis or not before it is brought to attention of the NSC.

503. Crisis planning is executed in response to a specific crisis. This chapter provides guidance for the conduct of joint planning and execution involving the use of military force during emergency or crisis in time-sensitive situations. **Crisis Planning Process** and procedures are intended to provide the JCC, JFC, the Services and other supporting commands with information to develop timely recommendations to aid the NSC in making decisions on the use of military force. The Crisis Planning Process describes actions to be performed from the beginning of a crisis situation through the commitment of forces, or to the point where the use of such forces is no longer appropriate and they are returned to normal postures and operations.

504. Often, a crisis develops from obscurity when least expected. However, a crisis sometimes is predictable. Some crises may appear small and more manageable, and others may appear more wide-ranging (of greater importance or magnitude) and less manageable.

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505. Military planners facing crisis-planning requirements should bear in mind that a military solution is only one among many (less drastic or severe) options being considered by national-level decision makers. Most likely, the military option will be the least desirable option, and a decision to execute it may be made only after other less severe options have been exhausted or unsuitable. Ultimately, the final responsibility and authority in a crisis situation rests with the Prime Minister (on the advise of NSC), who must authorise the conduct of any military operations. When the situation takes place the Crisis Planning Flow Chart to be followed is given in Annex A.

ORGANISATION INVOLVE IN CRISIS PLANNING

506. **National Security Council.** The secretariat of the NSC will coordinate the requirements of setting up crisis response teams to function at the NSC operations room. These teams would comprise suitable officers from the relevant government ministries to advise the NSC on options other than military for a particular crisis situation. Where and when appropriate, military liaison officers may be attached to the NSC operations room to assist the staff at the NSC in the coordination and exchange of information between the NSC, DOC and JFOC on possible military COA.

507. **Defence Operation Centre and Joint Force Operation Centre.** As tabulated earlier, the DOC and the JFOC is the focal point within the military channel - at least in the initial stages of a crisis - for information on the developing problem (i.e. the MAF HQ and JFHQ respectively). The Operation Staff at DOC is responsible to ACOS J3 MAF HQ and JFOC is responsible to ACOS J3 JFHQ will continuously monitor the normal activities at both centres, nonetheless; more responsibilities will lie on the staff of DOC due to being the operational HQ of the MAF. In the event of Crisis the DOC will be inform either by the NSC or the Services HQ where the situation appears to be a potential crisis.

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508. Typical crisis-related tasks performed by the operation cell includes reviewing applicable CONPLAN/OPLAN, gathering intelligence data, reviewing the current status of forces and recording progress and development of events related to the crisis, and coordinating exchange of information between relevant single Service commands, government agencies, JFOC and DOC.

509. **Joint Force Headquarters**. Once the JCC decides that the JFC will take on the crisis, the JOPG will then look into the CONPLAN if there is any or start the planning from scratch. The JFC will propose a number of COA to the JCC for them to select before the CDF presents it to the NSC. Based on the recommendation of the CDF the NSC will decide which COA to be the military option and based on this the CDF will sent the WngO to the JFC to begin Phase III COA Development.

510. **Single Service Commands**. At single service commands, a transition occurs from routine daily operations to crisis response operations. Affected commands must form their own crisis response teams who would generate exchange and receive information necessary during the rapid, coordinated development of military options, COA and concepts of operations. Once it has been decided that the JFC is to take charge of the operation, the respective Component Commanders will continue to be supported by Single Service Command.

CONCEPT

511. Since each crisis is unique, it would be unacceptable to respond by applying a rigid set of rules. Therefore, the Crisis Planning Process must be flexible to respond to the demands of a dynamic situation. Like deliberate planning, the Crisis Planning Process is a coordinated process that includes Staff (SPG and JOPG) and procedures supported by Operational Data (OD), which ideally should be retrievable by Automated Data Processing - that are intended to work together to produce the best method of accomplishing the mission.

512. The Crisis Planning Process uses commonly accepted planning procedures and are intended to facilitate:

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- a. Rapid exchange of pertinent information.
- b. Development of feasible COA.
- c. Analysis of situations affecting possible COA.
- d. Decision making to select the best COA.
- e. Final definition and coordination of plans and orders to implement NSC and/or JCC decisions.

PLANNING PHASES

513. Crisis Planning Process begins when a significant incident or event occurs and is reported to an appropriate government agency, it ends when the crisis is resolved or forces are withdrawn. Crisis Planning Process is to be conducted in six phases, each of which begins with a deliberate action (event, report, order) and ends with a decision.

514. The Crisis Planning Process phases are as follows:

- a. **Phase I - Situation Development.**
- b. **Phase II - Crisis Assessment.**
- c. **Phase III - COA Development.**
- d. **Phase IV - COA Selection.**
- e. **Phase V - Execution Planning.**
- f. **Phase VI - Execution.**

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515. Before beginning a full examination of the Crisis, it is extremely important to understand that time sensitivity of certain critical situations may require so rapid a response that the normal Crisis Planning sequence may be altered significantly. In certain fast-moving situations, Crisis Planning phases may be compressed, conducted concurrently or eliminated. The amount of time spent in each phase depends on the tasks to be accomplished and the time available.

516. Within the Crisis Planning sequence of events, there are several points where decisions must be made for planning to continue, further actions are placed on 'hold', or planning reverts to a previous phase. Following each major decision reached by the NSC, CDF will issue a formal order implementing that decision.

PHASE I - SITUATION DEVELOPMENT

517. In this phase, an event occurs and has possible national security implications. The event is recognised, reported and analysed if national security interests are threatened and to identify what forces, if any, are present to respond to the situation. The situation development phase can be described as containing four interrelated variables:

- a. **Situation Monitoring**. This is the continuous review and analysis of events, using all available agencies and resources, to detect any situation that could adversely affect national interests and national security policy. It is through situation monitoring that an event is brought to the attention of the NSC.
- b. **Event**. An event is simply an occurrence that is assessed to be out of the ordinary and viewed as having an adverse impact on national interests and national security policy.
- c. **Problem Recognition**. This is the identification of the event as a problem or potential problem.

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d. **Reporting the Event.** An event can be brought to the attention of the NSC from any of the government sources and the military channel is through the DOC at MAF HQ. When an event is initially reported by a Commander on the ground at tactical level, a ship at sea, tactical intelligence sources or other military sources, it is to be first reported to the highest respective single service operational command. A FLASH message is then sent by the 'reporting' single Service commander to DOC and ACOS J3 MAF HQ will then brief the CDF on the situation. The Crisis Reporting procedures is at Annex B.

518. **Single Service Operational Commander's Assessment.** Based on information available, where possible, the commander may make an initial assessment of the seriousness of the event and include his assessment in the FLASH message to the DOC. Where appropriate, the reporting commander's assessment will also include a brief discussion of the various COA being considered or recommended, and initial planning information on forces under his normal command to cover the following:

- a. Statement of what forces (if any) are readily available.
- b. The timeframe for their earliest commitment.
- c. Any major constraints to their employment.

519. **Defence Operation Centre.** Once the information is received by the DOC staff, the ACOS J3 MAF HQ will then brief the situation to CDF. If it is decided that the situation is not a problem of national security concern, normal situation monitoring will continue, otherwise, Phase II Crisis Assessment will begin.

520. **National Security Council.** Any event that is perceived to have possible national interest or security implication will be brought to the attention of the NSC by any government sources or any other agencies. Base on the information the Prime

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Minister will be briefed and if it is decided that the situation is not a problem of national security concern, normal situation monitoring will continue, otherwise, Phase II of Crisis Assessment will begin.

PHASE II - CRISIS ASSESSMENT

521. The NSC is the body that will decide if it is a Crisis or not. In the crisis assessment phase, the problem is evaluated to determine whether it should or should not be categorised as a crisis. The detail and frequency of reporting probably will increase to furnish the JCC with information needed to evaluate developments and make valid recommendations to the NSC.

522. If the NSC decides that the event is not a crisis, they may request increased reporting to gather additional information for further study, or they may revert to Phase I. If they decide that the event is a crisis, they will identify the national interests that are at stake, determine national objectives and identify possible options to meet those objectives. The NSC decision that a crisis exists will mark the end of Phase II Crisis Assessment.

523. NSC options could include actions ranging from diplomatic efforts to application of military force. If the NSC options include military actions, the SPG will assess their operational command and control, logistics implications, identify possible COA and the support necessary to implement them. The possible COA option will then be presented to the JCC before the CDF briefs the NSC on the military option.

524. The JCC would also consider the requirements for secrecy and surprise, and the needs to order a specified change of state of readiness of the MAF. This action is aimed to reduce response time, should the crisis require rapid response by certain forces.

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PHASE III - COURSE OF ACTION (COA) DEVELOPMENT

525. Following the NSC decision that a crisis situation warranting military preparations or actions exists, CDF will issue a WARNING ORDER to the JFC or any other commander to take charge of the crisis. The WARNING ORDER is prepared by the SPG for the CDF to initiate Phase III COA Development.

526. The WARNING ORDER generally equates to a Initiating Directive in the deliberate planning process and should contain all readily available guidance pertinent to the crisis. The detailed information on the purpose and contents of a WARNING ORDER is given in Annex C.

527. In this COA development phase, the JFC develops and recommends a number of COA to the JCC in the form of CONOP. The commander uses JMAP Step 1 and 2 for his COA development and Step 3 may be conducted during Phase V Execution Planning where else Step 4 will be done by JCC and NSC during Phase IV COA Selection. The Final selection of the COA will be done by the NSC and whilst the process of appreciation will likely be detailed, comprehensive and lengthy, the appreciation submitted to the JCC will normally be a greatly abbreviated version providing only that information essential to the JCC and the NSC in arriving at a decision to meet a crisis.

528. Using the stated mission in the WARNING ORDER, if JFC recommends more than one COA to the JCC, alternate COA should be listed in order of priority. COA may be derived in the following manner:

- a. From an existing OPLAN, this may be modified as required.
- b. From an existing CONPLAN, this may be expanded and modified as required.
- c. From scratch, this is a 'No Plan' situation.

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529. Time permitting, the JFC should furnish guidance and task, and confer with assigned Component Commanders and other agencies to evaluate COA under consideration. Since time is the single most critical variable during this phase of Crisis Planning Process, planning data must be transferred rapidly among participants.

530. The commander's recommended COA will be submitted as soon as possible after receipt of the CDF Warning Order but no later than the deadline established in the Warning Order. Extremely time-sensitive situations may require the JFC to respond ASAP. Follow-on information or revisions to the commander's recommended COA should be submitted as necessary to complete, update or refine information included in the initial appreciation.

PHASE IV - COA SELECTION

531. In this phase, JCC reviews and analyses the JFC recommended COA and ultimately decide the best COA to be implemented and finally, the CDF will presents the selected COA to the NSC for approval.

532. Once a decision is reached that a conduct of military operations in support of national interests is a distinct possibility, CDF will issue an ALERT ORDER to the JFC informing the COA that have been selected by the NSC and to proceed on with Phase V Execution Planning. The detailed information on the purpose and contents of an ALERT ORDER is given in Annex D.

533. In a rapidly developing situation, Phase IV of Crisis Planning Process may occur without having been preceded by a formal planning phase (Phase III). In such a case, the CDF WARNING ORDER will not be issued, and the ALERT ORDER will signify the NSC decision and furnish operational and planning guidance including identification of major combat forces, movement priority, lift allocation, length of operations and the target day for execution (D-Day).

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PHASE V - EXECUTION PLANNING

534. In the execution planning phase, the JFC transforms the selected COA into an OPLAN and later to OpO. Phase V is similar in function to the plan development phase of the deliberate planning process.

535. Execution planning begins when an ALERT ORDER is received and ends when a decision is made to execute the OpO, either place it on hold status, or cancel it pending resolution by some other (non-military) means.

536. The primary objective of this phase is the timely development of the OpO that can be implemented when the NSC directs. The execution planning stage encompasses three major tasks:

- a. **Execution Planning.** In simplified terms, it is doing detailed planning necessary to execute the approved COA when directed.
- b. **Force Preparation.** This task focuses on the actual units designated to be employed in the planned operation and their state of readiness appropriate to their priority for deployment.
- c. **State of Readiness Reporting.** After receiving the ALERT ORDER, the JFC will closely monitor the early attainment of, or deviations from, a specified state of readiness. The state of readiness of the assigned units will then be progressively reported to the JCC, through the DOC. It should be noted that state of readiness will significantly influence the decision whether or not to execute Phase VI Execution and/or when to execute that phase.

PHASE VI - EXECUTION

537. When national level decision-makers select to exercise the military option, CDF will issue an EXECUTE ORDER, directing the JFC to carry out the OpO. In response, JFC will issue an EXECUTE ORDER to direct assigned and subordinate units to execute their OpO and to furnish guidance or amplifying orders. The detailed

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information on the purpose and contents of an EXECUTE ORDER is given in Annex E.

538. In a particularly time-sensitive crisis situation, the EXECUTE ORDER may be issued without prior formal crisis planning, as would normally take place in Phase I through V of Crisis Planning Process. In such an event, the EXECUTE ORDER must include all essential guidance that normally would be included in the CDF WARNING ORDER and/or ALERT ORDER.

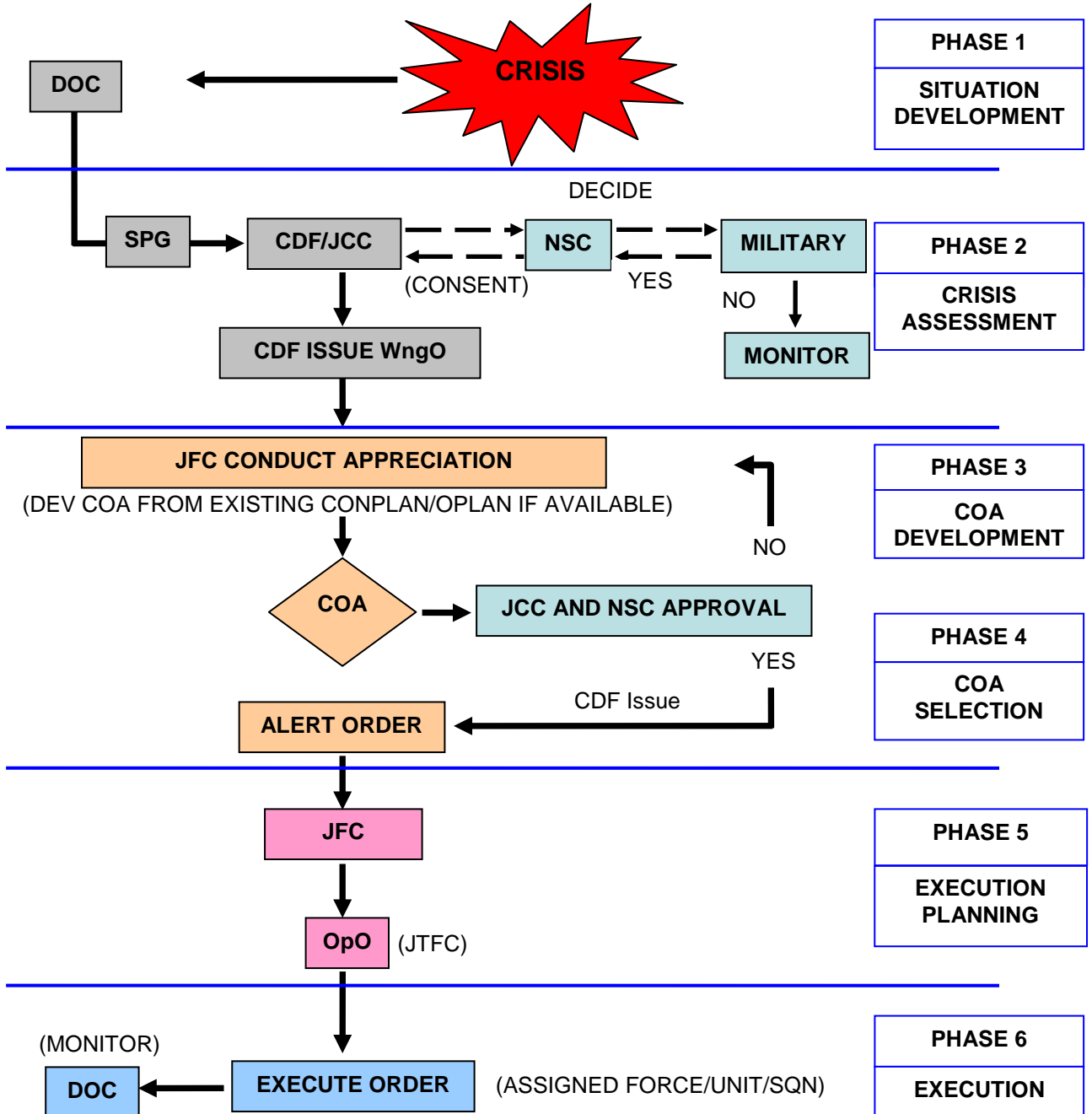
SUMMARY

539. Crisis Planning is executed in response to a specific crisis. This chapter has provided the guidance for the conduct of joint planning and execution involving the use of military force during emergency or crisis in time-sensitive situations. Crisis Planning Process and procedures are intended to provide the JCC, JFC, the services and other supporting commands with information to develop timely COA recommendations to aid the NSC in making decisions on the use of military force. Military planners facing crisis-planning requirements should also consider that, a military solution is one of the alternatives available from the national defence options (less drastic or severe) being considered by the NSC. Ultimately, the final responsibility and authority in a crisis situation rests with the Prime Minister (on the advice from NSC) for the conduct of military operations.

Annexes:

- A. Crisis Planning Flow Chart.
- B. Crisis Reporting Procedure.
- C. Warning Order.
- D. Alert Order.
- E. Execute Order.

CRISIS PLANNING - FLOW CHART



CRISIS REPORTING PROCEDURE

PURPOSE

1. Crisis reporting, as it applies to Phase I of the Crisis Planning Process, is designed to:
 - a. Provide on an urgent basis, timely, accurate and to the degree possible, assessed information to CDF and JCC.
 - b. Aid in the decision-making process with respect to the employment of military forces in a crisis situation in support of national interests.

PROCEDURES

2. When the national interest is at stake, the NSC will then inform DOC on the situation. The CDF will be inform on the situation by ACOS J3 MAF HQ and the SPG will formulate the MSE to come up with the propose COA for Military action. The COA will be presented to the NSC for selection and approval. This crisis process is from the top (NSC) to bottom.
3. When the Crisis process is from bottom (Commander on ground) to the top (DOC) the Crisis Planning Process utilises the FLASH message for the immediate reporting of serious incidents/events. This report establishes the basis for crisis recognition and for the initiation of Crisis Planning Process procedures.
4. A FLASH message may be passed by voice or message communications. However, if voice communication is used initially, it must be quickly followed up by confirmation in message form. Both forms of reporting must be preceded by the term "FLASH MESSAGE".

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INFORMATION PROVIDED

5. There is no prescribed format for a FLASH message in the message form. The report, where appropriate, would include the following:

- a. Information on the current situation.
- b. Actions being taken within the constraints of the reporting commander's current ROE.
- c. Forces under normal command that are readily available.
- d. Time frame for the earliest commitment of forces.

WARNING ORDER

PURPOSE

1. The **WARNING ORDER** (WngO) will be issued by the CDF to initiate Phase III - COA Development and to direct the JFC to be directly responsible to take charge of the crisis. The WngO is prepared by the SPG for the CDF.
2. If the crisis warrants a change in the alert status of units, then the WngO will include a State of Readiness changes.
3. A normal WngO is issued at the earliest practicable time following recognition of a crisis, by message form, using a precedence of IMMEDIATE or FLASH for the operation HQ to be on standby. If the situation is sufficiently time-sensitive, secure voice communications would be used to initially pass WngO information. A signal message will be forwarded as soon as practicable to confirm oral orders, tasks, etc, and to keep all crisis participants informed.

CONTENTS

4. The WngO generally equates to an ID in the deliberate planning process and should contain all readily available guidance pertaining to the crisis. The precise contents of the WngO may vary widely depending on the nature of the crisis and the degree of prior planning. Where little or no prior planning exists to meet a crisis, the JFC will be provided with essential guidance necessary to permit him to commence crisis planning. The WngO should be promulgated as soon as possible, even if detailed guidance is not available. Additional information could be promulgated ASAP in message form referencing the initial WngO.
5. The WngO defines the objective(s), the anticipated mission or tasks, pertinent constraints, command relationship and where possible, tentative combat forces available to the JFC. Further guidance relating to the crisis, such as changes to existing ROE, including any specific directions from the NSC, will also be provided

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as necessary, but maximum flexibility will be left to the JFC in determining how he will carry out his assigned mission and tasks.

6. Major paragraphs and items of information that should be considered for inclusion in the WngO are:

a. Statement that the message is a WngO and indicates specific tasking or requests to him, such as the deadline for receipt of the JFC propose COA and preliminary deployment estimates.

b. **Situation**. A short summary of the situation will include:

(1) Political situation and possible enemy forces in the expected area of operations and a brief description of the area of operation.

(2) Anticipated attitude and actions of friendly nations.

(3) Assumptions that may significantly affect the commander's planning.

c. **Mission**. A concise mission statement to be accomplished and its purpose.

d. **Execution**.

(1) **Course of Action**. If the NSC and JCC desire that specific COA be examined, it will be listed here. Otherwise, it will be left to the JFC to develop the COA he considers appropriate. Reference will be made to an existing OPLAN or CONPLAN where applicable.

(2) **Coordinating Instructions**.

(a) Tentative G - Day, G - Hour for planning.

(b) Anticipated date of execution (D - Day). Such date may be highly tentative at this time, but it provides the commander

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with a relative timeframe for planning, based on the NSC perception of urgency.

- (c) Anticipated duration of operations.
- (d) State of Readiness required of participating units.
- (e) Known operational constraints.
- (f) Authorisation for direct liaison between commands.

e. **Service Support.**

- (1) Transportation and other movement planning guidance as appropriate.
- (2) Known logistics constraints.
- (3) Reporting instructions.
- (4) Operational security and deception guidance.

f. PSYOP Guidance.

g. Public Affairs and Civil Affairs Guidance.

h. Command and Control.

- (1) Communications guidance.
- (2) Command relationships - To Include designation of supporting commanders and coordinating instructions.
- (3) Code words for the operations.

ALERT ORDER

PURPOSE

1. The **ALERT ORDER** is issued by the CDF to initiate Phase V - Execution Planning, following a decision by the NSC that the conduct of military operations in support of national interests is a distinct possibility.
2. The JFC will present the propose COA to the JCC for the approval before the CDF present it to the NSC for approval. Once the COA has been selected the ALERT ORDER will be issued to the JFC to proceed on with Phase V - Execution Planning. This order is prepared by the SPG for the CDF.
3. However, in a rapidly developing situation, the ALERT ORDER may be issued immediately following recognition of a crisis without the prior exchange of information normally included in Phase I, II and III of the Crisis Planning Process.
4. The ALERT ORDER will be issued in message form, normally using a precedence of IMMEDIATE. Apart from the main crisis participants, assigned component commanders and other interested commands may be included as information addressees to speed dissemination and facilitate planning.

CONTENTS

5. The specific contents of the ALERT ORDER may vary widely, as with the WARNING ORDER, depending on the nature of the crisis and the degree of prior planning. An existing plan may be applicable as written, partially applicable and adapted to fit the particular crisis. When no existing plan is adaptable to the crisis, the emergency preparation of an OpO by the JFC may be necessary.
6. The ALERT ORDER will generally follow the major paragraph headings of the WARNING ORDER. However, for valid information previously covered in the WARNING ORDER, reference to the WARNING ORDER is sufficient. Information

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that is not applicable or is irrelevant to execution planning may be omitted. The following format is to serve as guidance information that may be relevant:

- a. Statement that the message is an ALERT ORDER. Indicate specific tasking or requests to the JFC and other supporting commands.
- b. **Situation**. A description of the current politico-military situation as developed in latest intelligence assessment by DISD or relevant intelligence authority. Reference to enemy and friendly forces is not required unless necessary for execution planning or not otherwise available to JFC.
- c. **Mission**. A refined statement of the tasks and purpose that need to be accomplished. It may or may not have changed from the anticipated mission previously provided in the WARNING ORDER.
- d. **Execution**.
 - (1) **Course of Action**. The COA as finally approved by the NSC. This will be the basis for the concept of operations of the appointed commander.
 - (2) **Assigned Forces**. A listing of the forces assigned for the operation.
 - (3) **Coordinating Instructions**.
 - (a) Proposed G - Day and G - Hour for deployments.
 - (b) Target D - Day for execution.
 - (c) Estimated duration of the operations.
 - (d) Alert Status (State of Readiness).
 - (e) Operational constraints, including any special ROE for

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this specific operation.

(f) Authorisation for direct liaison between commands.

e. **Service Support.**

(1) Transportation and other movement planning guidance as appropriate.

(2) Maximum number and type of strategic lift resources available.

(3) Logistics constraints.

(4) Reporting instructions.

(5) Operational security and deception.

f. **PSYOP Guidance.**

g. **Public Affairs and Civil Affairs Guidance.**

h. **Command and Control.**

(1) Communications guidance.

(2) Designation of supporting commanders and coordinating instructions.

(3) Code words of the operations.

Note: Information previously provided in WARNING ORDER need not be repeated unless information has changed.

EXECUTE ORDER

PURPOSE

1. The **EXECUTE ORDER** will be issued by CDF to direct execution of an OpO upon decision by NSC to execute a military operations and this order is prepared by the SPG for the CDF.
2. Under the full Crisis Planning Process, an EXECUTE ORDER would normally result from NSC decision, following execution planning initiated by an ALERT ORDER. In a particularly time-sensitive situation requiring an immediate response, an EXECUTE ORDER may be issued without prior formal crisis planning, as would normally take place in Phase I - V of the Crisis Planning Process.
3. Normally, the EXECUTE ORDER will be issued by message form, with IMMEDIATE or FLASH precedence. If the situation is sufficiently time sensitive, voice communication may be used initially to pass the EXECUTE ORDER, with immediate follow-up message to confirm oral orders and keep all crisis participants informed.

CONTENTS

4. When prior execution planning has been accomplished through adaptation of an existing plan or the development of an emergency OpO, most of the guidance necessary for execution will already have been passed to the JFC and other relevant commands providing support, either through an existing plan or by a previously issued WARNING ORDER or ALERT ORDER. Under these circumstances, the EXECUTE ORDER need only contain the authority to execute the planned operation and any additional essential guidance, such as the date and time for execution. The message would be preceded by the statement that, this is an EXECUTE ORDER.
5. In the worst-case situation where a crisis event or incident require an immediate response without any prior formal planning, the EXECUTE ORDER must

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pass all essential guidance that would normally be promulgated in the WARNING ORDER and ALERT ORDER. Under such rapid reaction conditions, the EXECUTE ORDER will generally follow the same paragraph headings as per the ALERT ORDER.

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CHAPTER 6

PLANNING FOR COMBINED OPERATIONS

INTRODUCTION

601. Planning for a contingency or to conduct combined operations between two or more nations is normally only possible when an alliance or treaty exists between these nations.

602. Where no alliance or treaty exists between nations, combined operations would likely be conducted, for mutual benefits, to meet an unforeseen or crisis situation.

603. In either case and particularly for the latter, government direction is of paramount importance.

604. Combined operations would include Malaysia commitment to UN peacekeeping tasks. (Refer to MAFJD 3-11 - United Nations Peacekeeping).

COMBINED PLANNING

605. The combined planning process, as it affects the MAF, follows generally the joint operational planning procedures detailed in previous chapters. However, the final review process of combined plans or operational orders will be sensitive to the peculiarities and review procedures of the participating nation(s) concerned. The review process would also serve as a forum to attempt to resolve any divergent bilateral (or multilateral) views on a consultative basis through the appropriate military channels.

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606. No matter how refined the in-place arrangements in any given combined operations planning, it will be more complex than national joint operations planning. This is due to the following differences between the participating countries in:

- a. Strategic outlook.
- b. Military doctrine and practice.
- c. Language and its usage.
- d. National customs.
- e. Equipment and systems.

GOVERNMENT LEVEL PLANNING

607. The Government Directive (GD) will provide the framework within which operations are planned. The formulation of the GD would be the task of the NSC, with advice from CDF.

608. The GD should include the following information:

- a. Background/Summary of Situation.
- b. A statement of the political objective (or mission where possible).
- c. Tasks to be undertaken.
- d. Operational Restrictions.
- e. Force Size/Limitations.

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- f. Command Arrangements.
- g. Timings.
- h. Logistics Responsibilities.
- i. Financial Arrangements.

609. **Operational Restrictions.** It is essential that Operational Restrictions include a statement of the specified National ROE for each situation. However, planners must also take into consideration their compatibility and validity vis-à-vis the ROE of participating nation(s). Operational Restrictions should also include:

- a. Definition of Area of Operations.
- b. Specification of prohibited activities.

610. **Force Size/Limitations.** Whilst it is not possible and feasible at this level to specify the ORBAT or units, the government may nominate a ceiling in terms of number of personnel.

611. **Command Arrangements.** Whilst Malaysia may or may not be the host nation for the combined operations, government consideration is necessary to determine the national command arrangements. At this level, the directive is confined to nominating an overall force commander, to serve as guidance to the subsequent military level planning for the detail command arrangements.

612. **Timings.** The GD stipulates a broad indication of anticipated length or overall commitment of Malaysian forces. Detail timings such as for deployment will be established at the military level.

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613. **Logistics and Financial Arrangements.** The GD serves to provide the details of any government-to-government agreement and any government direction deemed appropriate, to facilitate subsequent detailed planning at the military level. The information must be sufficient to provide the basis for the evolution of such instruments as status of forces agreements or memorandum of understanding as appropriate.

MILITARY LEVEL PLANNING

614. **General.** Respective GD guides detailed planning at the military level. Combined military planning would sit in committees to establish three broad areas of agreement:

- a. The Military Working Agreement.
- b. The Logistics Agreement.
- c. The Financial Agreement.

615. Information usually included in the Military Working Agreement and Logistic Agreement is tabulated in Annexes A and B respectively. The Financial Agreement establishes arrangements, where appropriate, for:

- a. Reimbursement for consumable items.
- b. Charges for public utilities (electricity, water and gas).
- c. Charges for capital equipment and spare parts.

616. **CDF Directive.** CDF Directive amplifies the GD to facilitate detailed planning. CDF Directive also provides guidelines to Service Chiefs to provide assets for the National Force Commander (NFC).

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617. **Combined Planning Committees.** Members to the combined planning committees would depend on the scale and complexity of operation envisaged. Generally, the national membership would include the appropriate members from the JOPC. However, NFC can be invited to be in attendance in the early stages of planning.

COMMAND AND CONTROL

618. The design of a command and control system would depend on the operational requirement. The planning factors to be considered are as follows:

- a. **Combined Force Commander.** Under normal circumstance, the Combined Force Commander (CFC) would be appointed from the nation with jurisdiction over the territory or area under threat. However, it may be more appropriate under special circumstances (political or otherwise) that the commander is appointed from a nation providing a preponderance of forces not exercising jurisdiction. In the latter case, a deputy CFC should be appointed from the nation exercising legal jurisdiction over the territory. The greatest degree of authority of the CFC over National Commander(s) is Operational Control (OPCON).
- b. **Appointed National Commander.** The appointed National Commander is responsible directly to the CDF. Each national force assigned to its own national commander would normally be under his Operational Command (OPCOM).
- c. **Command of National Forces.** Within the combined force the highest degree of authority which may be exercised over the national force(s) - by the nation given the responsibility to command the operation (the nation that is providing the CFC) - is OPCON.

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d. **Organisation of National Forces.** Three options are possible for the organisation of national forces into various groupings:

(1) **Total Integration.** National units may be integrated into formations in such a way that there is no national force entity. This arrangement is practical when participating nations provide limited contribution, or when integrated response is considered essential.

(2) **Part Integration.** Part integration would see the national force operating together as a force but at the same time some units on specialised tasks may be allotted to the operational control of another appropriate national component.

(3) **National Entity.** National entity may be maintained when the national force is a balanced, self-contained grouping, kept together and intact under its own national commander.

e. **Interoperability.** When integration of forces is being considered whether partly or in total, the degree of interoperability will be the key factor. Interoperability would include weapons systems, communications, equipment and common procedures.

f. **Languages and Terminologies.** There could be some differences in understanding terminologies as the result of variation in meaning and languages. Some agreement on the correct interpretation of terminologies must be reached including those contained in combined procedures.

619. The design of a command and control system should also be guided by the doctrine and principles of Command and Control of Joint Operation in MAFJD 0-02.

620. A typical example of a command and control system where national entity is maintained is shown in Annex C.

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SUMMARY

621. Planning for the conduct of Combined Operations between two or more nations is only possible when an alliance or treaty exists between these nations. This chapter has discussed in a comprehensive manner the various aspects pertaining to the conduct of Combined Operations which includes the Combined Planning Process, Government Level Planning, Military Level Planning and more importantly the aspect of C² during the conduct of the operations.

Annexes:

- A. Military Working Agreement.
- B. Logistics Agreement.
- C. Command and Control of a Combined Operations.

MILITARY WORKING AGREEMENT

1. The Military Working Agreement should contain the following:
 - a. Overall mission and tasks assigned.
 - b. Degree of integration of national forces.
 - c. Operating procedures to be used.
 - d. Liaison arrangements.
 - e. Standardisation of equipment.
 - f. Operational responsibilities, including demarcation of national areas of operations where appropriate.
 - g. Location of headquarters and base areas.
 - h. Public relations and media coverage.
 - i. Intelligence.
 - j. Psychological operations.
 - k. Prisoners of war.
 - l. Refugees.
 - m. Security and counter-intelligence.

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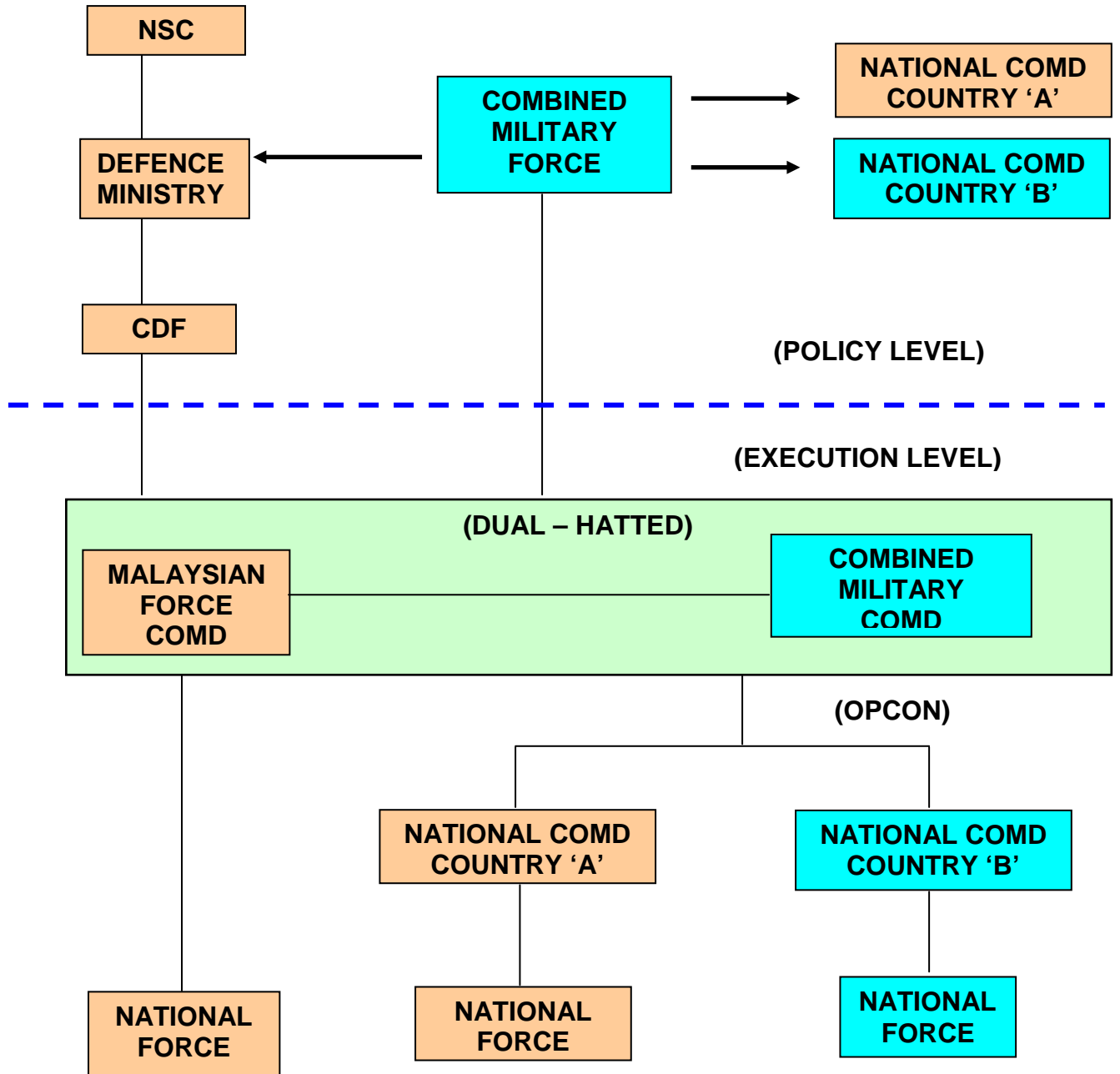
n. Identification.

LOGISTICS AGREEMENT

1. The Logistics Agreement establishes the division of responsibility between nations for the followings:

- a. Provision of common items.
- b. Movement.
- c. Provision of personnel services.
- d. Mortuary services.
- e. Stocking policy.
- f. Salvage policy.
- g. POL supply policy.
- h. Labour.
- i. Engineering works.
- j. Theatre repair policy.
- k. Medical services.
- l. Rations and water.
- m. Military civic action.

COMMAND AND CONTROL OF A COMBINED OPERATIONS
(NATIONAL ENTITY MAINTAINED)



LEGEND

- - - Level

APPRECIATION

The MAF would like to extend its sincere thanks and appreciation to all officers involved in completing this publication. They are as follows:

Team Leader: Lt Col Subramaniam a/l Thambirajah

Members: Maj Norli Hisham bin Alwi RMAF
Maj Norazman bin Alwi RMAF

Coordinator: Maj Mazli bin Hashim RMAF

Advisors: Col Lim Thian Hu RMAF
Lt Col Megat Omar bin Megat Shariff