



CONOPs TO DOCTRINE: Shaping the Force From Idea Through Implementation



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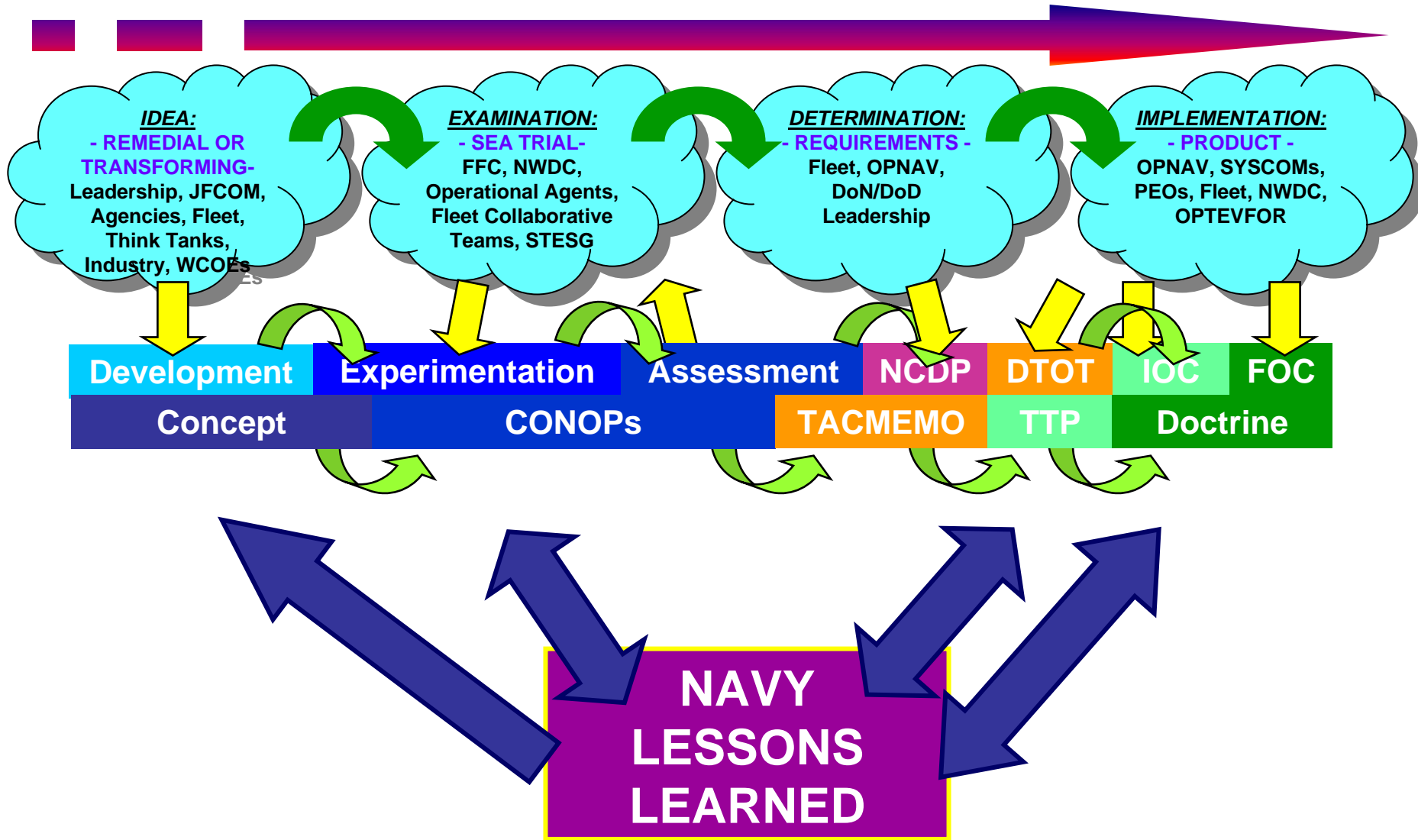


CONOPS to Doctrine

- ***Background***
- ***OPNAV Corporate Board Decision***
- ***CONOPs Tasks***
- ***CONOPs Development Process***
- ***Target Audience***
- ***CONOPs Format***

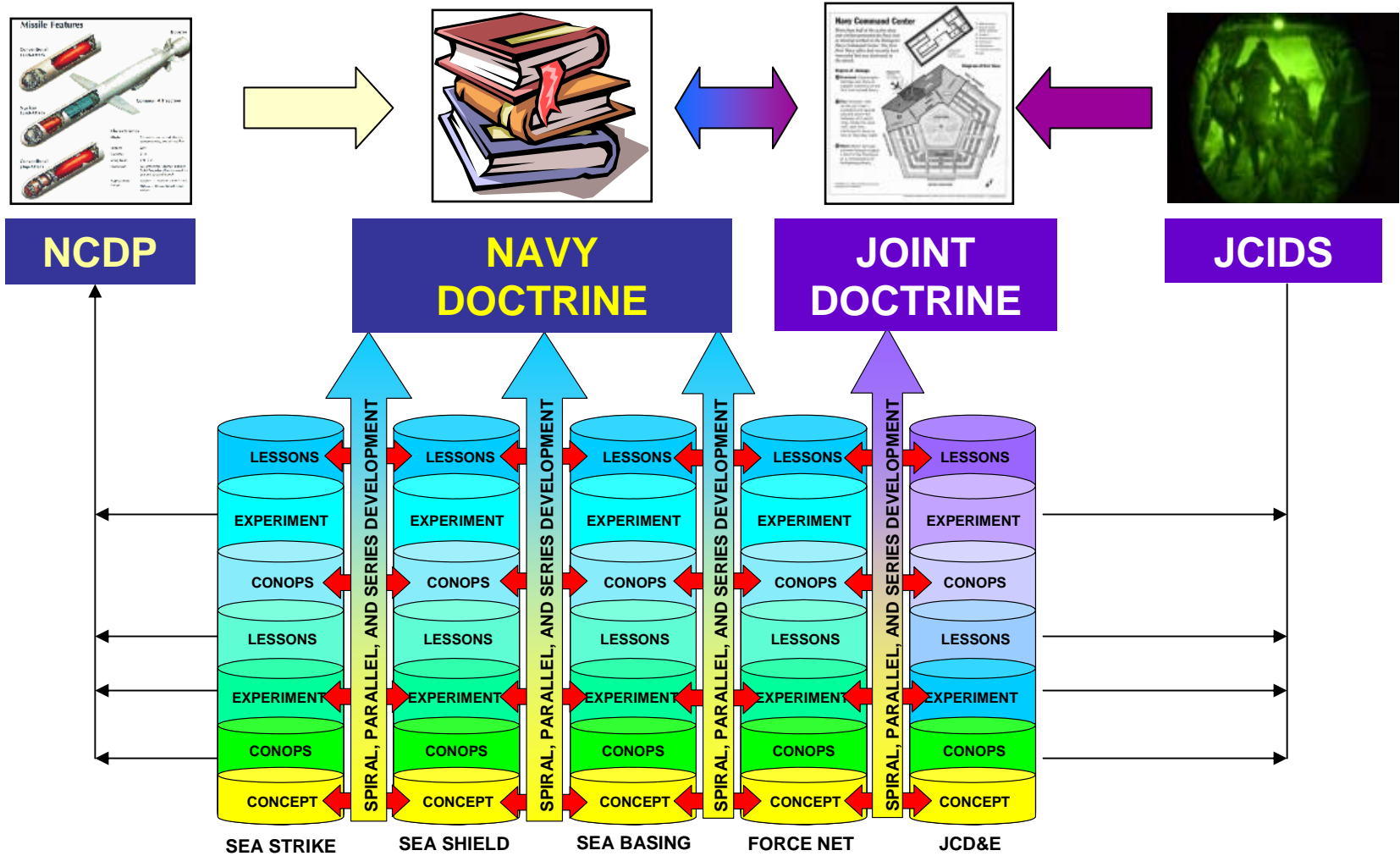


Cognition to Fruition





CD&E: An Iterative Function





Concepts

Concept: *A document that describes a method or scheme for employing specific capabilities in the achievement of a stated objective or aim. This description may be broad or narrow. It may range from describing the employment of capabilities in the broadest terms and at the highest levels to specifying the employment of a particular technology system or the application of a particular training system.*

Concepts are categorized as military or institutional. Military concepts are further sub-categorized as enabling, functional, or operating.

Concepts address “what” and “why.” They may be ‘remedial’—destined to close warfighting gaps. They may also be transformational—geared to render existing systems and capabilities obsolete, or to achieve required effects more efficiently.



Concepts: Who Generates?

- **DoD Leadership**
 - **SECDEF, JFCOM, Joint Staff, Agencies**
- **DoN Leadership**
 - **SECNAV, CNO**
- **Private Think Tanks & Research Facilities**
 - **CNA, JHU APL**
- **DoD/Navy Think Tanks & Research Facilities**
 - **NWDC, CNO SSG, NWC, NPS, ONR, DARPA**
- **SEA TRIAL Participants**
 - **Fleet, OAs, FCTs**
- **Warfare Centers of Excellence**



Concept of Operations (CONOPs)

CONOPs: a description of how a set of capabilities may be employed to achieve desired objectives or particular end state for a specific scenario

A CONOPs is a description of how discrete, collective, or combined capabilities will be managed and employed to achieve desired objectives, or to test experimental technologies or concepts.

A CONOPs can inform Fleet operators and planners as well as resource, warfare, and acquisition sponsors, other departments and branches of government, industry, and the media. It is categorized by purpose, scope, level of integration, and temporal frame of reference.

A CONOPs can, and may be expected to, address issues pertaining to manning, equipping, training, maintenance, and administration.

CONOPs takes the CONCEPT and adds the who, where, when, and [most importantly] how. A CONOPs is a proposal that requires validation.



CONOPs: Who Generates?

- **JFCOM**
 - *Strategic / operational focus, mission-centric*
- **Combatant Commanders / Navy Component Commanders**
 - *Operational / tactical focus, mission-centric*
- **Platform Sponsors, TYCOMs, SYSCOMs**
 - *Tactical focus, platform-centric*
- **Warfare Sponsors, Operational Agents, FCTs, SYSCOMs**
 - *Tactical focus, mission-centric*
- **Navy Think Tanks—NWDC, NWC, NPS, SSG**
 - *Operational / tactical focus, capability-centric (platform or mission)*
- **Warfare Centers of Excellence**
 - *Operational or experimental, tactical focus, mission-centric*
- **Other Services and Agencies**

Current CONOPs efforts are duplicative and poorly coordinated, and finished products are inconsistent.



CONOPs: Sources of Conflict Today

No shortage of authoritative guidance

All bear some leadership imprimatur

- ***Vision Pieces***
- ***Road Maps***
- ***Transformation Plans***
- ***Master Plans***
- ***Concepts of Employment***

What roles do they serve?

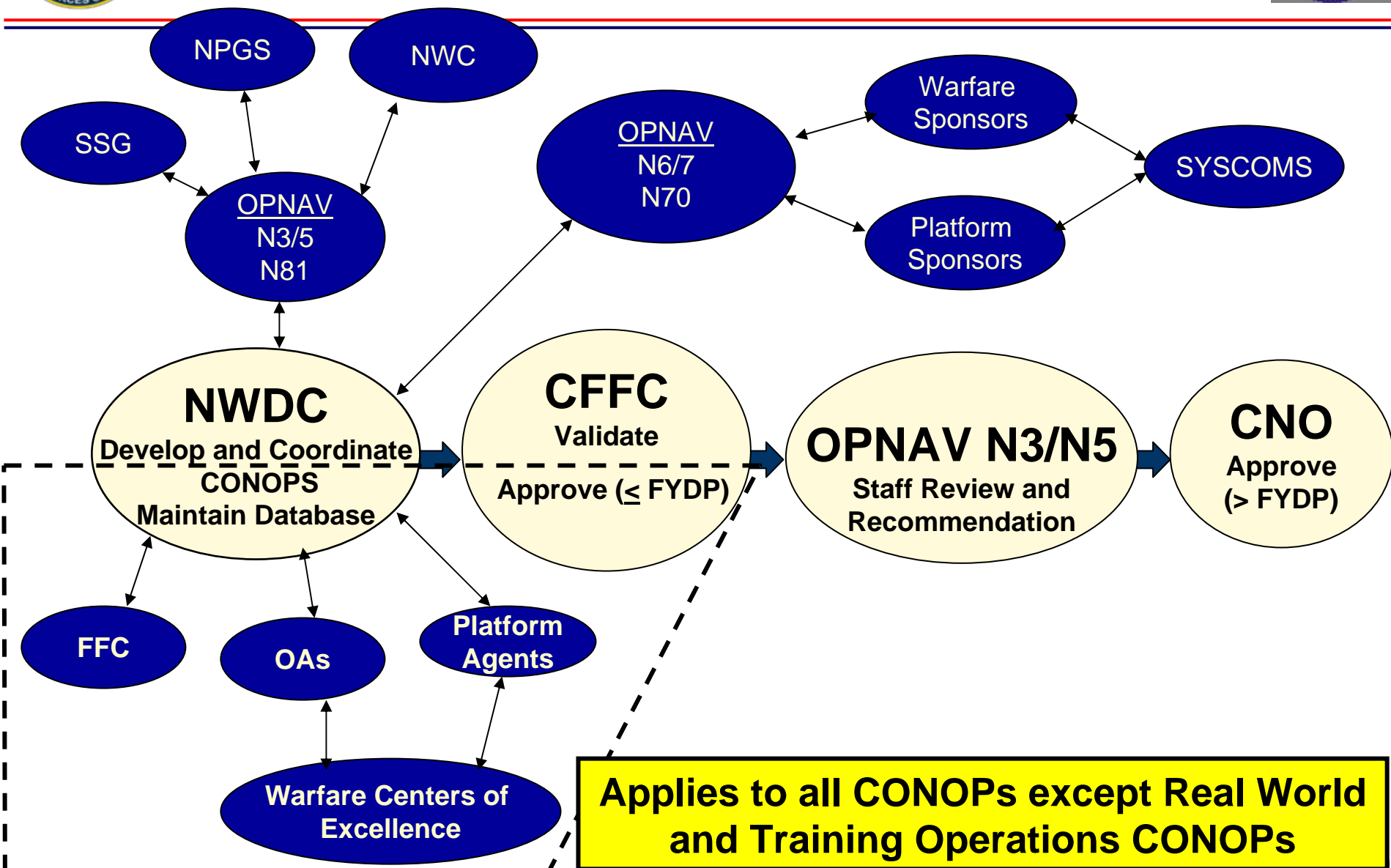
What weight do they carry?

Who de-conflicts their contents?

Who determines their intended audience?

How do they affect CD&E, NCDP, and JCIDS?

CONOPs Management Process





Corporate Board Decisions

- ***CONOPs Approval Authority***
 - ***CFFC – Inside FYDP CONOPs (CNO if appropriate)***
 - ✓ ***Near-Term Operating CONOPs that address capabilities in the fleet today or that will IOC within the FYDP***
 - ***CNO – Outside FYDP CONOPs***
 - ✓ ***Far-Term CONOPs that describe new/future capabilities beyond the FYDP***
- ***Process must be open and collaborative***
- ***OPNAV as the concept development agent and FFC as CONOPs agent***



Specific Current Task - NWDC

- ***“NWDC, as leader of the CONOPs-experimentation-doctrine enterprise, is uniquely positioned to capitalize upon related Service and joint efforts, experimentation results, and lessons learned. NWDC manages Fleet CONOPs generation for CFFC, who approves CONOPs for execution in the FYDP and recommends approval to CNO for those beyond the FYDP.”***
- ***“NWDC: In shepherding these initiatives, ensure that the CONOPs leverage, and are aligned with existing work, and that their content reflects the cognitive breadth and depth required to deliver new Fleet capabilities.”***

CFFC 171946Z MAR 05



Specific Current Task – OAs/PAs

- ***Operational Agents and Platform Agents play vital roles in determining future capabilities.***
- ***Operational Agents exercise leadership in their pillar domains and will develop fleet warfighting CONOPs using affiliated Fleet Collaborative Teams.***
- ***Platform Agents are best able to address platform and system capabilities and can expect to produce platform CONOPs within a warfighting CONOP developed by an OA.***

CFFC 171946Z MAR 05

- ***I [CFFC] require that Operational Agents, Platform Agents, Warfare Centers of Excellence, and Fleet Collaborative Teams make capabilities generation, programming recommendations, and concept [CONOPs] development/experimentation primary duties.***

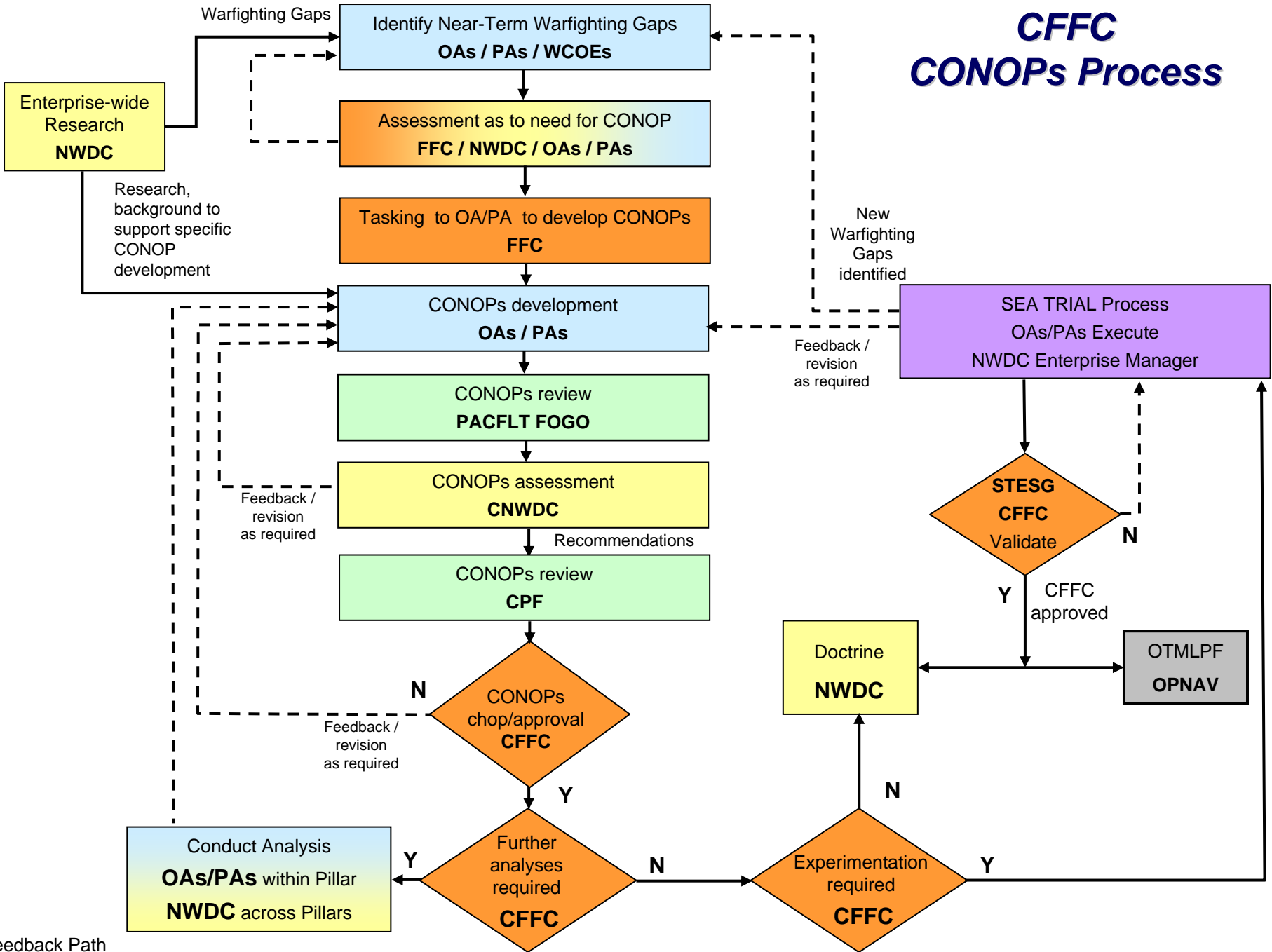
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SYSCOM, PEO, PM Role

- ***SYSCOM, PEO, PM warfighting systems/platform development CONOPs feed to OA/PA CONOPs***
 - ***Where they are going with their developments***
- ***OA/PA CONOPs - feedback to SYSCOMs, PEOs, PMs to show how the Fleet intends to employ the systems/platforms for possible changes to their developments***
- ***Direct information exchange between OAs/PAs and SYSCOMs/PEOs/PMs***
- ***SYSCOM, PEO, PM CONOPs entered into central CONOPs database (STIMS) for visibility***

CFFC CONOPs Process



Feedback Path
← - - -



CONOPs Development Process

- **OAs/PAs/WCOEs recommend what CONOPs should be developed based on informed ‘Warfighting Gaps’**
 - *Primary focus:*
 - *Warfighting gaps provided by CFFC N80 (OPNAV/COCOM/Fleet inputs)*
 - *Systems/platforms included in current FYDP (FFC N80)*
 - *NWDC conducts enterprise-wide research to capitalize on what has been done and what issues have been identified*
 - *Relevant joint/Navy/other Service concepts/CONOPs*
 - *Relevant doctrine/lessons learned/experimentation results*
 - *Other inputs*
 - *FYDP near term assessment (FFC N80)*
 - *Relevant studies/analyses (multiple sources)*
- **OAs/PAs/WCOEs recommendations/prioritization to NWDC**



CONOPs Development Process

- **NWDC will assess OA/PA/WCOE recommendations enterprise-wide (integration across all pillars)**
 - Feedback provided to OA/PA/WCOE then,
 - Forward to CFFC with recommendation for CONOP development tasking
- **CFFC approve/modify recommendations & issue tasking**
 - **CFFC Tasker Message**
 - Issue
 - Background - OA/PA/FCT/NWDC broad roles/responsibilities
 - Discussion - Guidance
 - Action - Specific task with due dates
- **NWDC assigns a team to support OA/PA/WCOE tasked**
 - Research subject related lessons learned, doctrine, experimentation results and related work by other Services/Joint and provide results to lead command



CONOPs Development Process

- **Lead command develops POA&M for CONOP development**
 - *NWDC/FFC review and recommend changes, if required*
- **Lead command conducts coordination meetings as required**
- **Lead command develops a Table of Contents**
- **Lead command conducts first integration IPR with related CONOPs commands and SMEs**
- **Lead command conducts second integration IPR prior to delivery of CONOP draft**
- **Lead command delivers first CONOP draft to NWDC**
 - *NWDC review and provide lead command with recommendations*
- **Lead command delivers final CONOP draft to NWDC**
 - *NWDC reviews and forwards to CFFC with recommendations for approval/rework/further analysis and/or experimentation*



CONOPs Development Process

- ***CFFC approves CONOPs or returns to lead command to rework***
 - *If approved, determine if CONOP requires further analysis/experimentation or can be incorporated into doctrine, as is*
 - *If further experimentation required, enter into SEA TRIAL Process*
 - *If further analysis required, OAs/PAs conduct within Pillars, NWDC across Pillars*



Target Audience

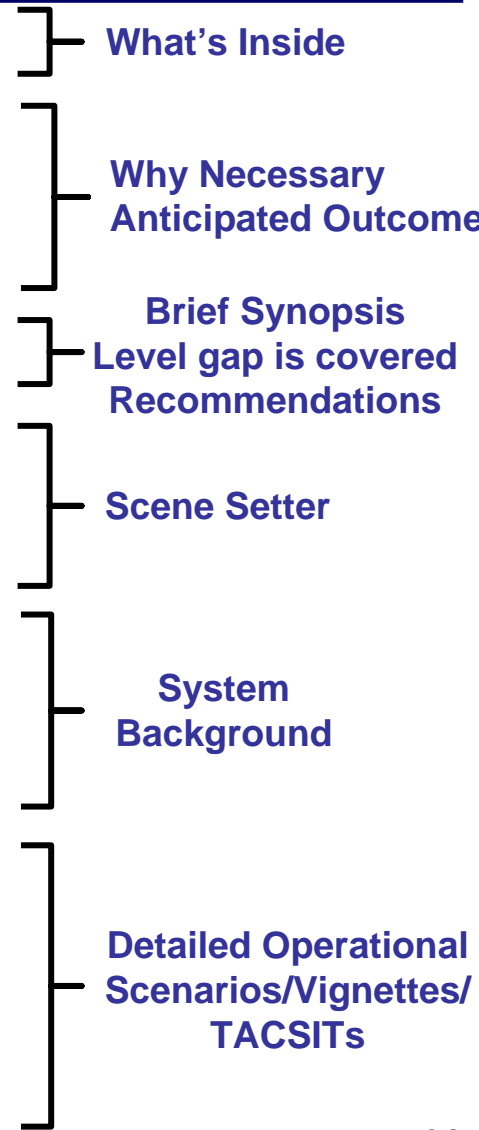


- **Warfighting CONOPs**
 - *Those that will employ/operate the capability*
 - *Those that support the capability*
 - *Those that will integrate their capabilities with the capability listed in the CONOPs*
 - *Decision makers/planners within the capability chain-of-command*
 - *Those that are responsible for the delivery of the capability to the Fleet or may work on enhancements*
- **Platform/Systems CONOPs - Same as Warfighting CONOPs**
- **Platform Support CONOPs - Same as Warfighting CONOPs**
- **Mission/Function CONOPs - Same as Warfighting CONOPs**
- **Experimental CONOPs**
 - *Those involved in the planning, engineering, controlling and executing the capability experiment(s)*



CONOPs Format

- **CONTENTS**
- **PURPOSE**
 - *Warfighting gaps addressed*
 - *Expected operational outcomes/end state/results*
- **EXECUTIVE SUMMARY**
- **INTRODUCTION**
 - *Strategic View, Background, Challenges, Operating Environment(s)*
- **DESCRIPTION**
 - *Mission/Tasks*
 - *Capabilities*
- **CAPABILITY EMPLOYMENT w/n JOINT CONTEXT**
 - *How, where, when, & by whom*
 - *Integration into existing or future systems & structures*
 - *Command and Control*





CONOPs Format



- **ORGANIZATIONAL ISSUES**
 - *Manning, Training, Equipping, Maintenance, Oversight*
 - **VALIDATION REQUIREMENTS (if applicable)**
 - *Analytical questions*
 - *Analysis plan, to include MOEs/MOPs*
 - *Deliverables*
 - *Recommended venue(s)*
 - *Estimated cost/time*
 - **DOTMLPF IMPLICATIONS**
 - **APPENDICES**
 - *Index, References, etc.*
 - **TERMS OF REFERENCE**
- Care & Feeding**
- Analyses
Experimentation
Background**
- Other Impacts**
- Where to Find**
- Acronyms &
Definitions**



CONOPs Format (con't)

- CONTENTS

- **PURPOSE**

Provides an estimate of the degree that warfighting gap is 'covered' by capabilities provided in this CONOP. Should also identify portions of the warfighting gap not 'covered' by the CONOP.

- EXECUTIVE SUMMARY

- INTRODUCTION

- *Strategic View, Background, Challenges, Operating Environment(s)*

- DESCRIPTION

- *Mission/Tasks*

- *Capabilities*

- **Capability Employment within Joint Context**

This section is 'open format' but must address all specified elements. Current and future warfighting will be in a joint environment. Employment of the capabilities in the CONOP must be framed in the Joint context.



CONOPs Format (con't)

- ORGANIZATIONAL ISSUES

- Manning, Training, Equipping, Maintenance, Oversight

- **VALIDATION REQUIREMENTS (if applicable)**

Unless analysis/experimentation is available to validate that the capabilities will perform as stated in the CONOP, this section will state what validation is recommended, in sufficient detail to support validation planning.

- **DOTMLPF IMPLICATIONS**

Although specific implications for each DOTMLPF element may not be known, those elements that will be effected must be addressed. Many gaps may be 'covered' by non-material solutions such as an organizational, training or TTP changes.

- APPENDICES

- Index, References, etc.

- TERMS OF REFERENCE



Summary

Corporate Board decision allows for better CONOPs development, alignment and integration.

CONOPs management improves coordination and visibility; provides a standardized process and format



BACKUP SLIDES

UNCLASSIFIED



CONOPs by Type

(primary focus areas for OAs/PAs)



Purpose/Scope

- **Warfighting CONOPs**: Serves the purpose of informing Fleet operators and planners on ways to use a capability
 - Strategic (Navy Wide/OPNAV)
 - Operational (FLEET/NFC)
 - Tactical (Strike Group/Unit)

Level of Integration

- **Platform/Systems CONOPs**: Articulates how a system could be used to achieve discrete missions that support broader objectives, e.g. SSGN, LCS, F-35, TACTOM
- **Platform Support CONOPs**: Addresses manpower, training, logistics, and/or shore support options for platforms or systems on a platform
- **Mission/Function CONOPs**: Describes how multiple platforms or systems – a family of capabilities – will be used to execute a particular mission or function, e.g. ASW, Sea Basing, Expeditionary Warfare, Missile Defense, AT/FP

Other

- **Experimental CONOPs**: Describes how a capability will be tested to meet experimental objective(s) and produce analytical data



CONOPs by Type ***(for information)***



Level of Integration (con't)

- **Theater/Campaign CONOPs**: Delineates how a group or force will be collectively used to achieve theater or campaign objectives, e.g. ASW in PACOM AOR, Logistics in CENTCOM AOR, TAMD for a specific scenario
- **Policy/Resourcing CONOPs**: Address how Navy policy will be implemented and identifies required resources
- **Requirements/Capability Generation CONOPs**: CONOPs associated with the Initial Capabilities Document (ICD) within the acquisition process
- **COCOM/Component CDR OPLAN/Training Support CONOPs**: Describes CONOPs in direct support of military operations and training (these CONOPs will not be submitted or maintained in the Navy CONOPs repository)



CONOPs - Temporal



All Types of CONOPs can be further defined by their associated timeframe

- **Near-Term CONOPs**: *Address capabilities that are in the Fleet today or will IOC within the FYDP*
- **Far-Term CONOPs**: *Address new/future capabilities that are not currently in the FYDP*



Joint Defined Timeframes

Within the FYDP Beyond FYDP-14 yrs 15-20 years

Concepts	Near-term CONOPS	Mid-term Future Concepts	Far-term Future Concepts
	Known	Known to Postulated	Postulated
	Adjust Current Capabilities/Divest Old Capabilities	Adjust Current/ POM New / Divest Old Capabilities	New Capability Development
Enemy Capabilities			
Blue Capabilities			



Tactics, Techniques, & Procedures (TTP)



TTP: Detailed instructions for configuring and employing combat systems, moving and stationing assets, enhancing interoperability, and reducing mutual interference.

Tactics, Techniques, and Procedures provide equipment settings, maneuvering recommendations, and technical guidance for equipment operators and tactical watch standers to allow them to maximize the capability and effectiveness of their systems, and to prevent them from engaging friendly or non-combatant forces.



Doctrine

Doctrine: *A document that describes the fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application.*

Doctrine is an established body of literature describing how the Navy employs a system, platform, or warfighting capability in pursuit of strategic, operational, or tactical warfighting objectives. It constitutes a user's manual for Fleet planners and operators. It reflects the experimentation, testing, and analysis associated with concept and system development.

Doctrine takes the tested and validated CONOP or TTP, incorporates required changes, and serves as the authoritative reference for a platform, system, or mission area. While Doctrine can and should be updated where warranted, it tends to be enduring and reflective of results and observations, not of theories, proposals, or ideas.



Doctrine

- ***Navy Doctrine is codified in the NWP Library***
 - ***“End State” for validated CONOPs and TTP***
- ***Tailored Fleet Doctrine is captured in Fleet OPORDS***
 - ***Although not normally considered to be doctrine***



Lessons Learned

A Lesson Learned is a vetted, formatted document that recommends specific DOTMLPF changes (1) to remedy identified warfighting shortfalls, or (2) to articulate transformational changes that will significantly enhance warfighting capabilities or efficiencies.

In addition to DOTMLPF changes, Lessons Learned may generate new concepts, CONOPs, or Tactics, Techniques, and Procedures (TTP).

Lessons Learned are preceded by observations and findings—preliminary, intuitive acknowledgments, supported by available evidence, that the status quo has failed to meet requirements, or that it is hindering more efficient operational practices.



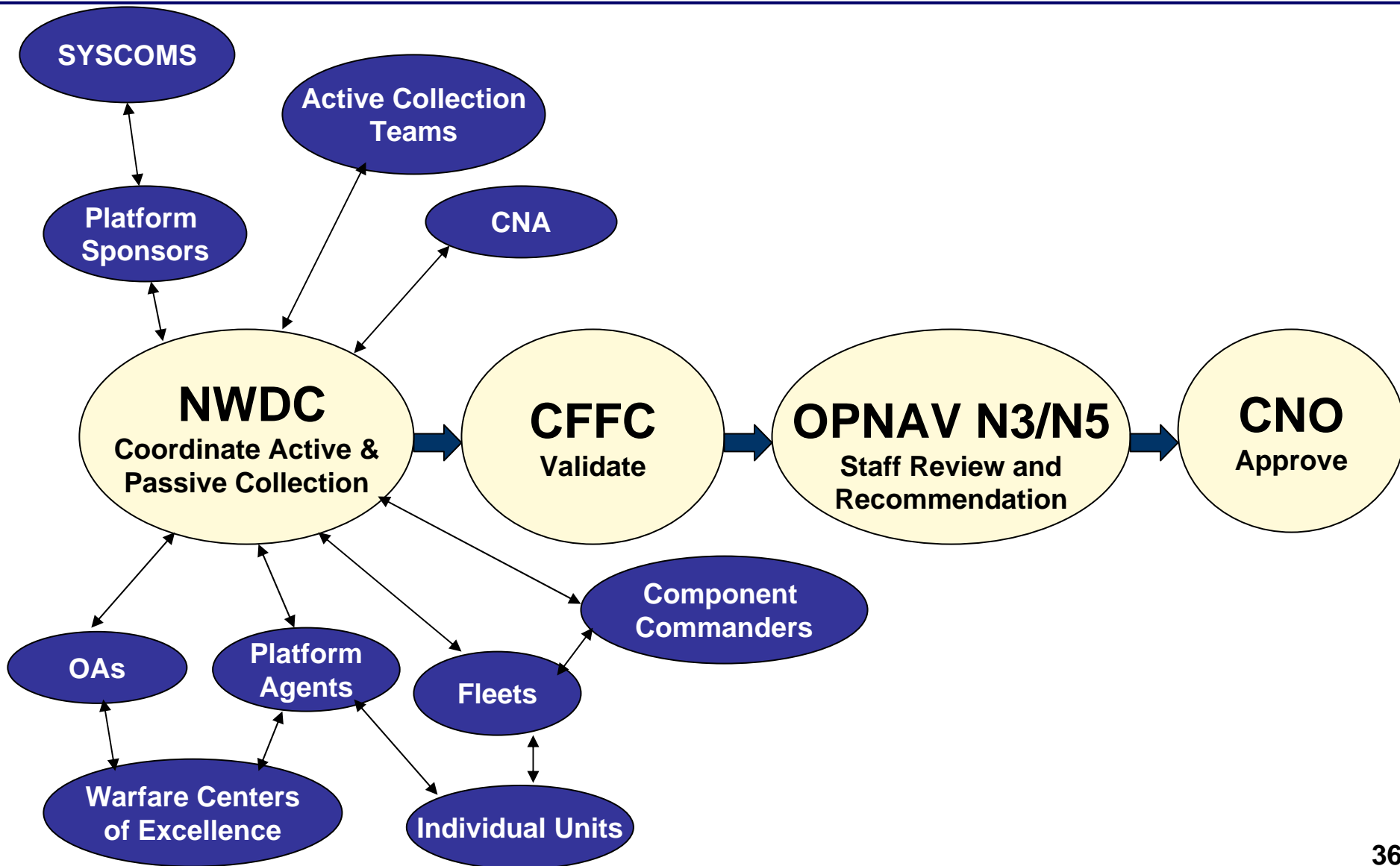
Navy Lessons Achilles Heel: Inertia

- ***Historic focus on input, not output***
 - ***Process trumps utility***
- ***Once approved, Lessons gather dust***
 - ***Result: Lessons re-learned***
- ***Joint Lessons outpacing Navy Lessons***
 - ***Navy losing ability to influence Joint processes***
- ***Need more than gathering, approving, and maintaining***
 - ***Input realignment not the whole fix***

Navy lacks a viable transition path from approved Lesson Learned to DOTMLPF enhancements



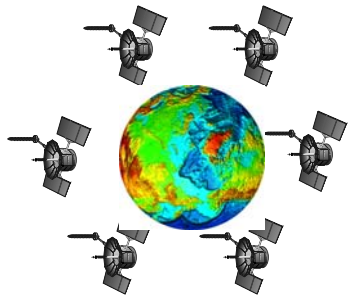
Lessons Learned Management Process



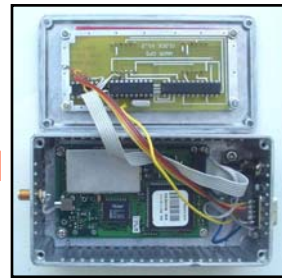


CONCEPT TO DOCTRINE

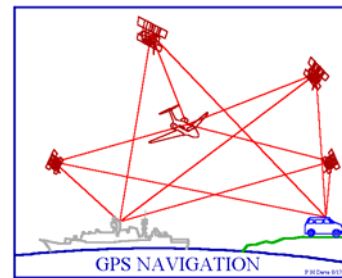
Precise Navigation: An Enabling Concept



Global Satellite Network



Precision Timekeeping



Precise Location Data



TLAM



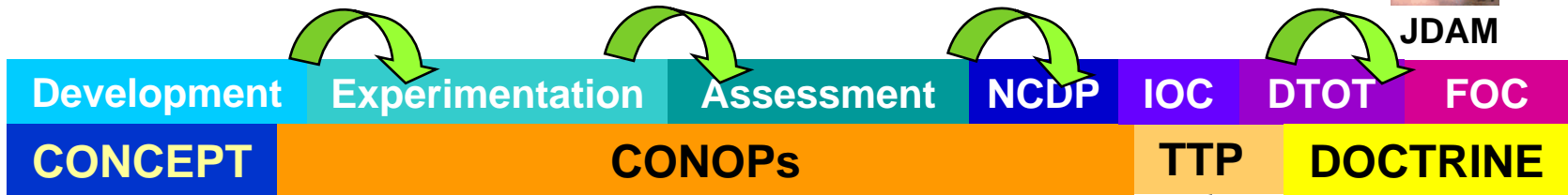
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MCM

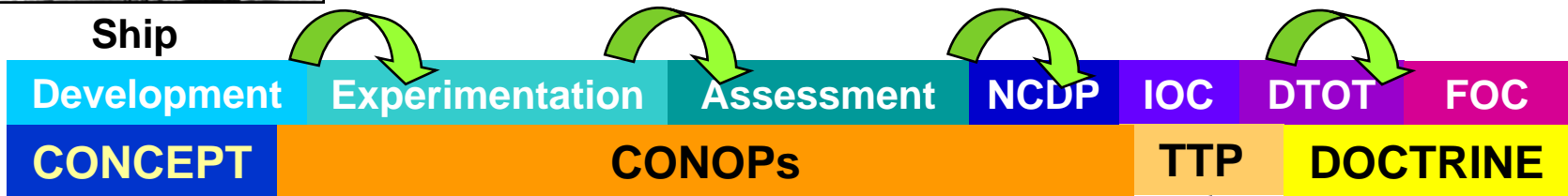
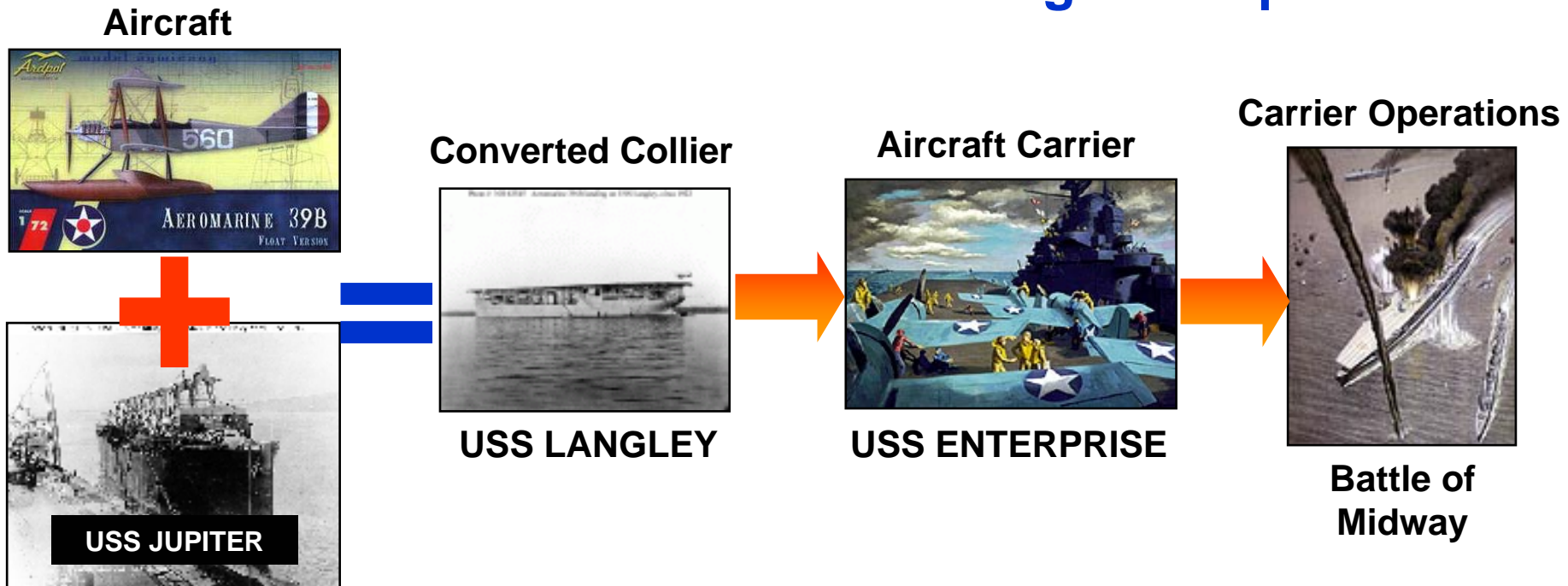


JDAM



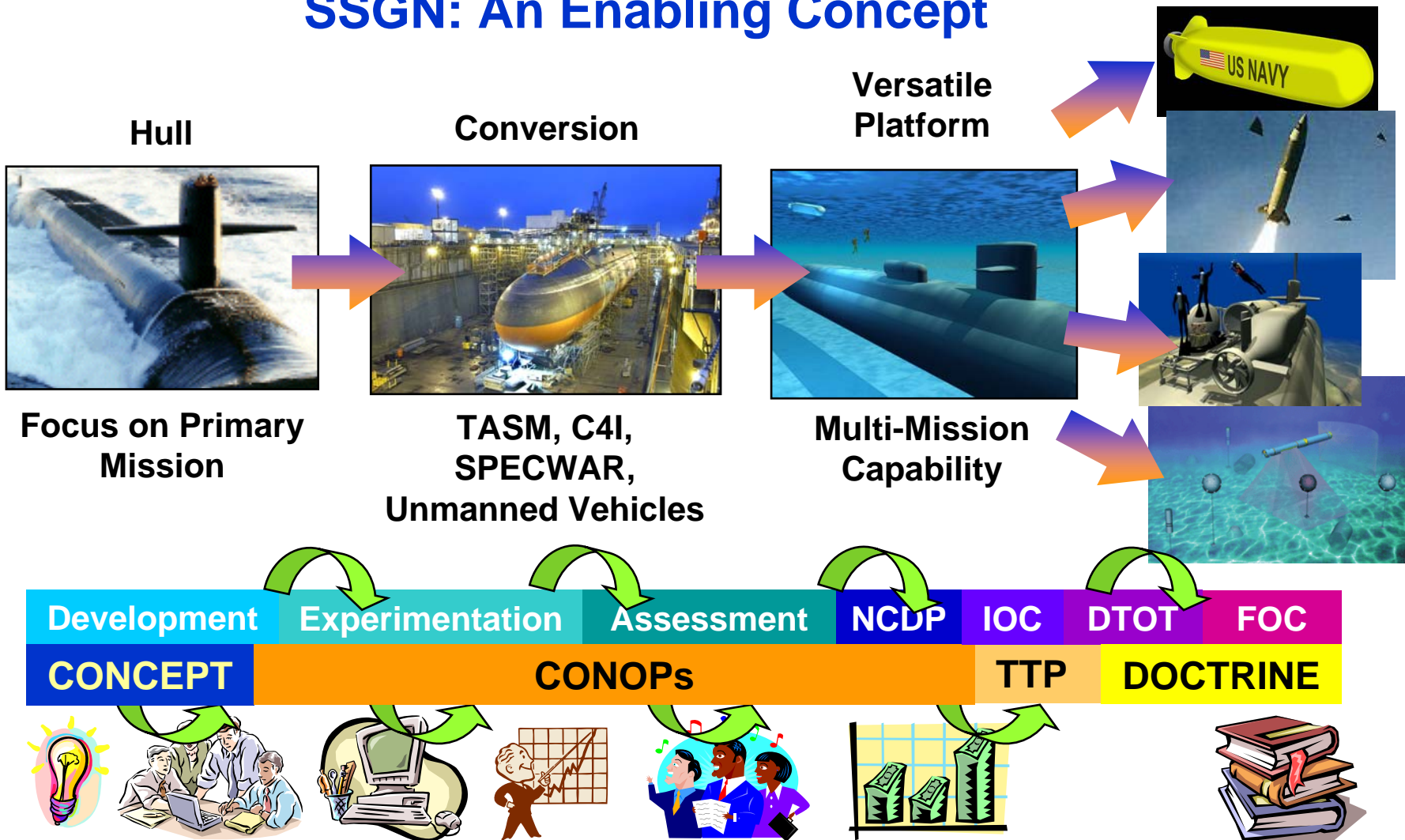
CONCEPT TO DOCTRINE

Naval Aviation: An Enabling Concept



CONCEPT TO DOCTRINE

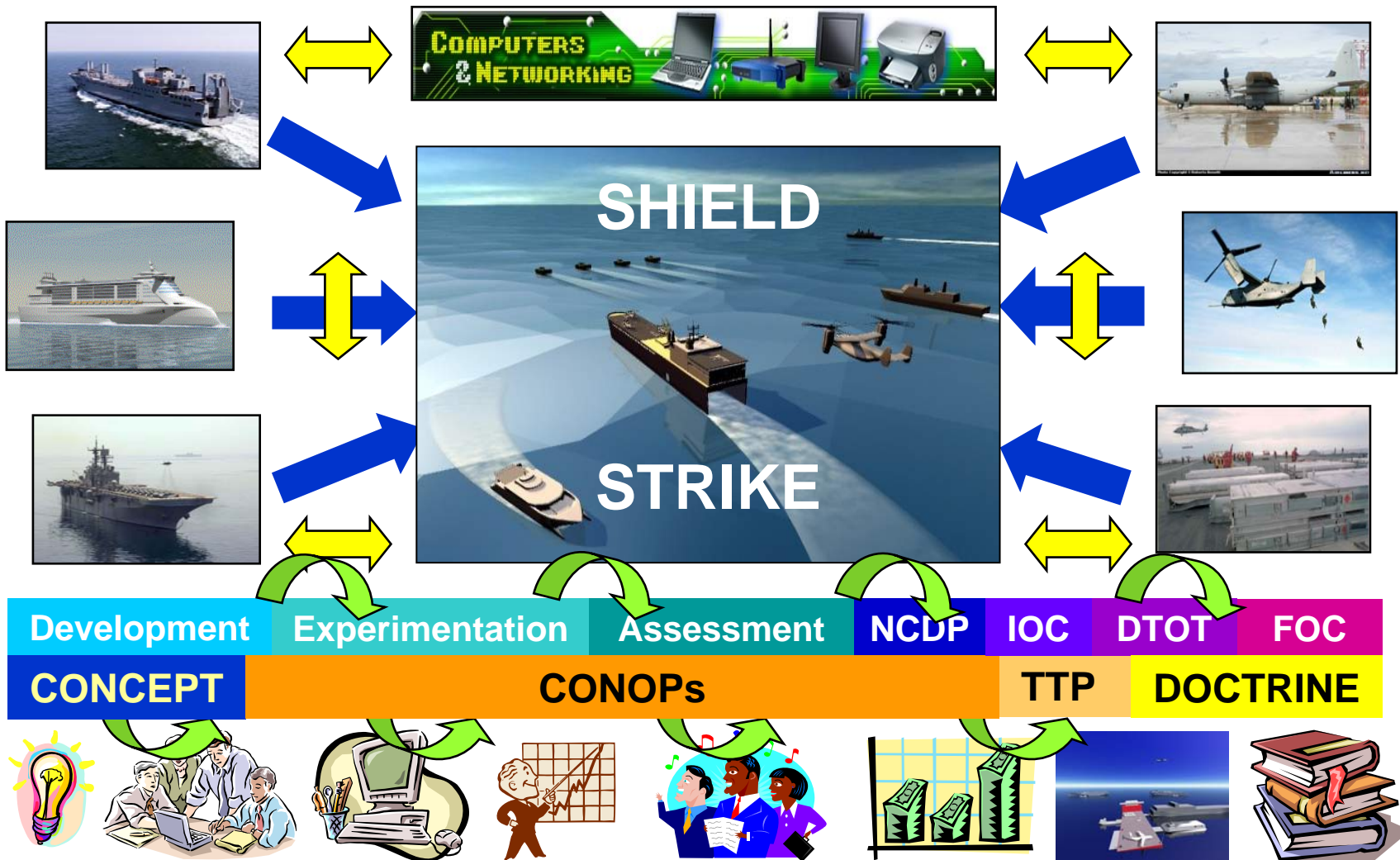
SSGN: An Enabling Concept





CONCEPT TO DOCTRINE

Sea Basing: A Functional Concept



CONCEPT TO DOCTRINE

Sea Swap: An Institutional Concept

