

## BASIC PLANNING CONSIDERATIONS

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### Policy and Other Guidance

In general, airspace policy ascribes two responsibilities to the Air Force and the Department of Defense (DOD) airspace users: protect the public from flight operations and return unused airspace back to the public when no longer required. Specifically, Air Force Instruction (AFI) 13-201, [Airspace Management](#), directs the Air Force to “protect the public to the maximum extent practicable from the hazards and effects associated with flight operations.” Internationally, [DODI 4540.01](#), *Use of International Airspace by US Military Aircraft and for Missile/Projectile Firings*, directs US military aircraft operating in international airspace to observe ICAO flight procedures. Furthermore, [DOD Directive \(DODD\) 5030.19](#), *DOD Responsibilities on Federal Aviation*, states that it is DOD policy that airspace designated for military use will be released to the FAA or to other navigation service providers, as appropriate, when the airspace is not needed for military requirements. AFI 13-201 extends those same courtesies to host nations when using their airspace.

Specific to homeland operations, the FAA is granted statutory authority to regulate the national airspace system. However, DOD may direct and implement emergency security control of air traffic in certain specified circumstances in accordance with [32 C.F.R. Part 245](#) (Plan for the Emergency Security Control of Air Traffic (ESCAT)). Additionally, during wartime, the President may transfer FAA responsibilities to DOD in accordance with [49 U.S.C. 40107](#) and [E.O. 11161](#), as amended.

### Basic Considerations

[Airspace control](#) provides joint and coalition forces air domain advantages to create effects across multiple domains. The unmatched speed, range, and flexibility of airpower enables the joint force to create asymmetric and synergistic effects while providing the concentration and priority called for by the JFC via the ATO. Consequently, potential airspace control system modifications should be considered during all planning phases. Airspace control considerations should be integrated into contingency and crisis action planning (CAP) to ensure joint/combined force effectiveness. The ACP should be consistent with specific operation plans (OPLANs) and operation orders developed by the JFC.

While referred to separately throughout this publication the phasing construct is a useful guide to generalize airspace control responsibilities, activities, systems, documents, and

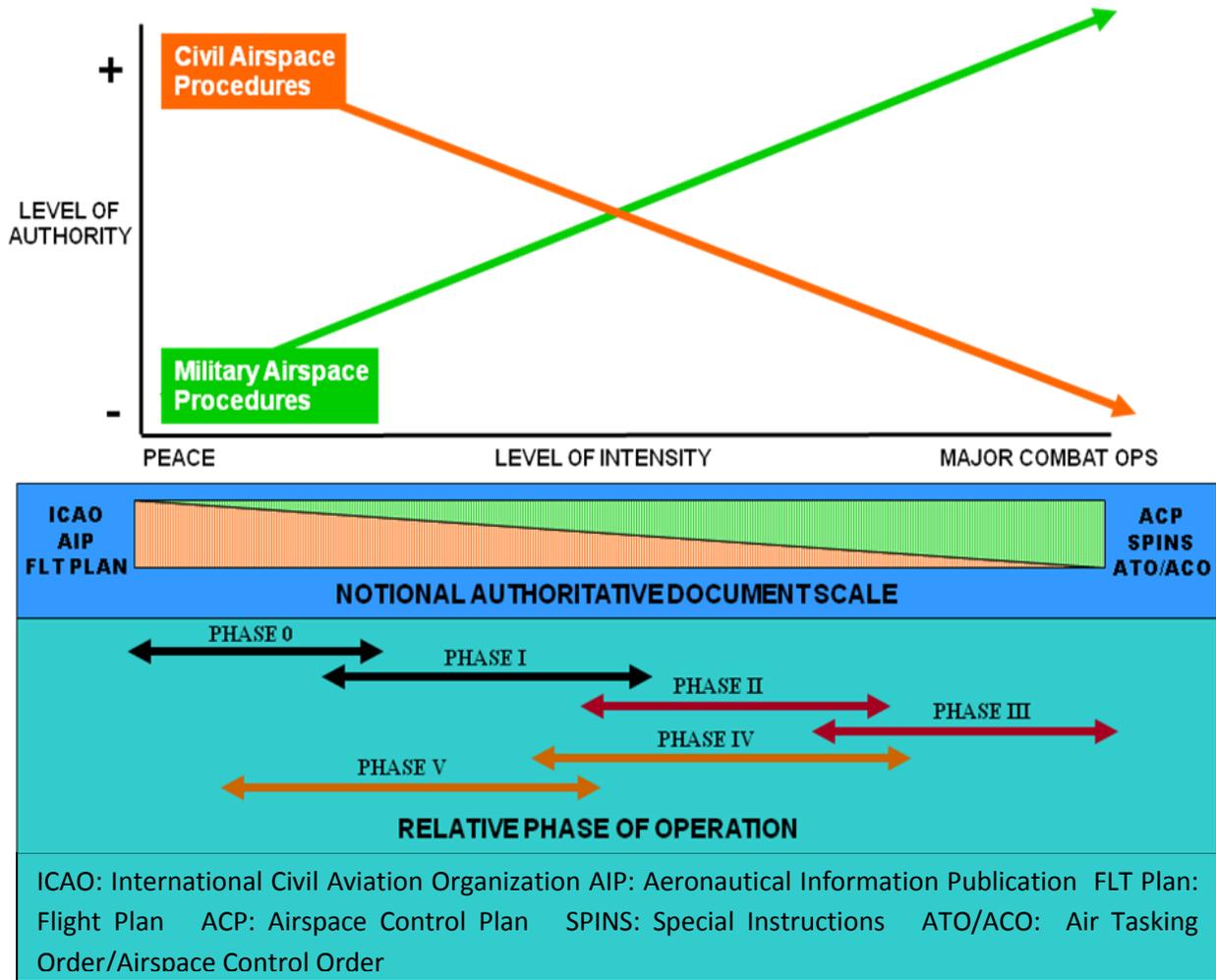
liaison requirements across the range of military operations. For reference, the phases of operations include Phase 0 (Shape), Phase 1 (Deter), Phase 2, (Seize the Initiative), Phase 3 (Major Combat Operations) and the post traditional warfare phases, Phase 4 (Stability) and Phase 5 (Enable Civil Authorities) operations. For further information on the airspace control execution by phases, refer to JP 3-52, [Joint Airspace Control](#).

## **Contingency Planning**

The OPLAN serves as the foundational employment concept for an operational area. Airspace planners should consider that all operations will not smoothly transition between operational phases. Depending on the nature of the conflict, national political objectives, and JFC intent, operations may cease prior to the beginning of engagement, cooperation, and deterrence operations. Transferring airspace control authority from civilian to military control, adapting the airspace control system to the JFC's needs during each phase, and eventually returning it to civil authority are complex tasks requiring joint military, diplomatic, and interagency efforts. Since a crisis may occur unexpectedly, airspace control and management activities should be a part of contingency and crisis action planning from the beginning. For instance, moving C2 and airspace control equipment (e.g., CRC or ATC) is a time-phased force and deployment data consideration. Since much of this equipment is subject to deployment airlift (or other lift) constraints, a coherent plan from the beginning is required to ensure critical airspace control capability is available at the appropriate time/phase of the operation.

Following major combat operations, the likely mix of combat, stability operations, and commercial activity may introduce a complexity to the airspace environment uncharacteristic of even the most demanding combat airspace. Compounding this, the ACA may [transfer airspace control](#) to the host nation during these later stages, giving the JFC and ACA a less direct voice in control of airspace. The figure titled *Notional Airspace Control Authority* depicts a notional airspace control authority and the differing priorities and intent between civil and military airspace procedures. Notional operational phases are depicted at the bottom, reflecting the dominance of military activity during combat operations and the dominance of civil procedures leading into and out of those same operations.

# NOTIONAL AIRSPACE CONTROL AUTHORITY



**Notional Airspace Control Authority**

## **Crisis Action Planning**

Unlike contingency planning, CAP is based on emerging events and is conducted in time-sensitive situations. Plans are based on existing circumstances at the time planning occurs.<sup>1</sup> Contingency planning supports CAP by anticipating potential crises and facilitating development of joint operation plans to facilitate the rapid development and selection of a course of action (COA). This is especially crucial for certain airspace control operations that may need substantial coordination in advance with host nation or regional and international airspace or aviation agencies. Required airspace control actions should be fully integrated into the development of all courses of action. During course of action development, planners should identify tasks for airspace access and

<sup>1</sup> Joint Publication [JP] 3-52 [Joint Airspace Control](#)

airspace control systems to support operational objectives. In addition, planners should examine the role and contributions of airspace control functions through all phases of an operation.

### **Joint Operation Planning**

The [joint operation planning process](#) (JOPP) is an orderly analytical process that consists of a logical set of steps to analyze a mission; develop, analyze, and compare alternative COAs against criteria of success and each other; select the best course of action; and produce a joint operation plan or order.<sup>2</sup> A major element of the JOPP is campaign planning, which is the process whereby combatant commanders and subordinate JFCs translate national or theater strategy into operational concepts through the development of an OPLAN for a campaign. Campaign planning may begin during contingency planning when the actual threat, national guidance, and available resources become evident, but is normally not completed until after the President or Secretary of Defense selects the course of action during crisis action planning. Campaign planning is conducted when contemplated military operations exceed the scope of a single major joint operation.<sup>3</sup> Airspace control should be integrated throughout the JOPP and campaign planning to ensure joint air operations support the JFC's plan.<sup>4</sup>

### **Airspace Control Planning**

The following paragraphs discuss airspace planning considerations consistent with the phases of conflict described in JPs 3-0, [Joint Operations](#), and 5-0, [Joint Operation Planning](#). The discussion is based on a major campaign involving pre-hostilities activities, major combat activities, and stabilization and enabling activities. To facilitate discussion, this publication assumes theater-wide major operations and campaigns. However, planners should be familiar with the full details of the OPLAN in concept format or other operations that may take place.

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<sup>2</sup> JP 5-0, [Joint Operation Planning](#)

<sup>3</sup> JP 5-0, [Joint Operation Planning](#)

<sup>4</sup> JP 3-52 [Joint Airspace Control](#)