

Navy Warfare Publication 5-01, Navy Planning: Periodic Review and Revision

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The Naval War College (NWC) is in the midst of its initial review and revision of Navy Warfare Publication (NWP) 5-01, Navy Planning. The NWC is the 'Primary Review Authority' (PRA) for NWP 5-01. As the PRA, the NWC is responsible for the currency of NWP 5-01, and it is charged with review and revision (as necessary) every five years. Last published in 2013, NWP 5-01 entered the review cycle at the beginning of 2018. The intent of this article is to provide some insights into the NWC's planning for, and execution of, the review and revision of NWP 5-01. Ideally, this article will stimulate stakeholders in the Navy Planning Process to start thinking about their own inputs to the review process in the coming months.

The goals of the review and revision process are to address shortcomings in the current volume, ensure accuracy of the content, ensure consistency with joint and other doctrine, and delete material that has been superseded or is found in other doctrinal publications. More specifically, the revision will clarify the distinction between conceptual planning and detailed planning, provide design methodology tools for conceptual planning, provide a notional guide for wargaming, and harmonize Navy and joint terminology.

The current edition of NWP 5-01 contains several general weaknesses. First and foremost, its examples (i.e. the scenario) are not comprehensive, are not maritime-centric, and do not flow accurately through the document. In addition, the inputs and outputs of the various steps do not match, and it is not always clear where generated outputs feed back into the process. In some cases, the publication is not consistent with current joint and Navy doctrine. There are a myriad of other, albeit generally minor, issues.

Within the NWC, the College of Maritime Operational Warfare (CMOW) is responsible for managing the review and revision process of NWP 5-01. To address the NWP's shortcomings, CMOW assigned one of its faculty to be the project manager for the revision effort and organized writing teams and an editorial board consisting of subject matter experts from the NWC's major academic departments. Guiding principles for the review and revision of NWP 5-01 were promulgated by CMOW leadership. These principles form the foundation on which the writing teams are doing their work. Among the charges to the editorial board and the writing teams:

- Assume that NWP 5-01 exists to (1) institutionalize Navy planning doctrine, (2) "carefully" inject new planning ideas in US Navy doctrine, and (3) function as a planning reference document for conducting planning and educating planners.

- Assume that the current edition is not fundamentally “broken” and does not require starting from a clean sheet of paper.
- Assume that the current edition does require updating for flow, content clarity and depth, consistency, and examples.
- The goal of the first draft is that it truly is a NWC-wide draft with no additional major changes recommended by NWC once it is released for Fleet review.

One of the first steps of the revision process was to review the publication for redundancies with other doctrinal publications and to formulate the expected structure of the new publication. With this completed, the ‘Program Directive’ (PD) was generated. The PD is the message from the Naval Warfare Development Command (NWDC) to Fleet stakeholders detailing the timeline for revision of the NWP, as well as an outline of what the draft product will contain. As of this writing, the PD has not been released by NWDC; the first milestone in the PD is the NWC providing the first draft to NWDC in March of 2019 for Fleet review.

Changes to Look For in the Upcoming Draft

- Chapter 1, Navy Planning Overview: Revise chapter to better distinguish between conceptual planning and detailed planning, introduce design methodology, and emphasize ongoing role of operation assessment throughout planning and execution.
- Chapter 2, Mission Analysis: Incorporate the role of design methodology.
- Chapter 3, COA Development: Revise to lay out the COA development process in a logical manner and link the COA development process to the objective.
- Chapter 4, COA Analysis: Streamline the process into three steps, add fidelity to what are expected tangible outcomes for counteractions in turns, streamline responsibilities for roles during preparation and execution, and provide a guide to conduct a manual war game at the OLV.
- Chapter 5, COA Comparison and Decision: Incorporate comparison matrices found in a separate appendix and elaborate on preparing a plan’s concept of operations.
- Chapter 6, Plan or Order Development: Retitle ‘Directive Development’ and revise to describe current practice.

- Chapter 7, Transition: Revise to include procedures for rehearsals that are currently located in a separate appendix and better explain transitions from future plans to future operations to current operations.
- Appendix A, Naval Core Capabilities and the NPP: Delete after moving relevant content to chapter 1.
- Appendix B, Intelligence: Delete due to redundancies with NWP 2-0.
- Appendix C, Center of Gravity Analysis: Revise to be consistent with Design description in Chapter 1.
- Appendix D, Design: Revise to describe best practices and elaborate on methodologies.
- Appendix E, Analyzing RCPA: Revise to describe best practices.
- Appendix F, Risk: Revise to show how evolving risk appraisal and management are conducted within the NPP to more effectively address operational-level challenges.
- Appendix G, Operation Assessment: Describe best practices.
- Appendix H, COA Comparison Matrices: Move to chapter 5 (COA Comparison and Decision) to improve readability and flow of information.
- Appendix I, Synchronization and Decision Tools: Revise to describe best practices.
- Appendix J, Classes of Supply: Delete due to redundancies with numerous other documents.
- Appendix K, Staff Estimates: Revise to describe how staff estimates are developed and refined over the course of the planning process.
- Appendix L, Formats for Plans and Orders: Update to be consistent with current formats.
- Appendix M, the NPP in a time-constrained environment: Move to the forefront of appendices and revise to current practices.
- Appendix N, Navy Planning in Support of Security Cooperation and Disaster Response: Delete due to redundancies with NWP 3-07.20 and NWP 3-29.
- Appendix O, Rehearsals Guide: Move to chapter 7 (Transition).
- Appendix P, Force Planning and Force Flow Management: Delete due to being out of date and information covered in JP 5-0, NTTP 5-01.4, etc.
- Appendix Q, NPP Worksheets: Delete.

Where the project stands of this writing

These envisioned changes will appear in a first draft for fleet-wide review in early spring of 2019. Some of the items noted in this article may differ from what ultimately appears in the draft revision to be released for Fleet review. After submission to NWDC, the draft will be posted in the Navy Doctrine Library System for comment by fleet stakeholders. NWDC will publish a message to announce that the draft is ready for Fleet review. This review period is expected to last for one month.

As the PRA, the NWC welcomes feedback from all interested individuals and commands and recognizes that it is not the Navy's sole source of planning expertise. While many of the changes stem from feedback provided by students and alumni of the NWC's curricula, observations by experienced operational planners are needed to ensure that it effectively communicates best practices for Navy planning.