



OBJECTIVES, EFFECTS, AND GUIDANCE

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Purpose of the Phase. Clear understanding of the commander's objectives and guidance is essential for effective tasking and targeting. Objectives are the clearly defined, decisive, attainable, and measurable goals toward which every military operation should be directed. They provide focus for those at all stages of the [tasking cycle](#) and give targeting personnel the overarching purpose for their efforts. Guidance sets limits and boundaries on the objectives and how they are attained. It establishes [constraints](#)—things we *must* do—and [restraints](#)—things we *must not* do. Together, the two embody commander's intent for military operations.

This phase starts with [joint force commander](#) (JFC) guidance to the joint force components. The JFC consults with his component commanders, decides on modifications to their courses of action (COAs) or schemes of maneuver, and issues guidance and intent. This may occur through the efforts of the [joint targeting coordination board](#) (JTCB). The JTCB provides a forum in which all components can articulate strategies and priorities for future operations to ensure that they are synchronized and integrated. The JTCB normally facilitates and coordinates joint force targeting activities with the components' schemes of maneuver to ensure that the JFC's priorities are met. Accordingly, the [commander, Air Force forces](#) (COMAFFOR) should issue further guidance on the specific scheme of maneuver. Additionally, **the JFC should delegate authority to conduct execution planning, coordination, and deconfliction associated with joint air component tasking to the COMAFFOR and should ensure that this process is a joint effort.** The COMAFFOR should possess a sufficient C2 infrastructure, adequate facilities, readily available joint planning expertise, and a mechanism for accomplishing targeting, weaponeering, and assessment. The [air operations center](#) (AOC) provides the COMAFFOR with these capabilities.

The JFC determines whether a JTCB will be held and defines its role. The JTCB should cover four broad topics:

- ★ Assessment of campaign progress since the last meeting (usually the last 24 hours), with recommendations for future action.
- ★ Broad guidance for the next 72 hours issued by the JFC.

- ★ Major operations (schemes of maneuver) over the next 48 hours, briefed by each of the components.
- ★ Macro-level review and guidance on joint maneuver and fires [including, especially, targeting and [intelligence, surveillance, and reconnaissance](#) (ISR) priorities] over the next 24 hours, to help guide joint dynamic targeting efforts for the upcoming execution period.

The COMAFFOR should prepare prior to the JTCB by consulting with senior component liaisons and the staff to determine what modifications are needed to the air scheme of maneuver and to determine the air [apportionment](#) recommendation for the JFC's approval.

Once [battle rhythm](#) starts, the apportionment period is usually 24 hours. The apportionment recommendation can be approved as part of the JTCB or separately after it. Once approved, the apportionment decision should be included in the ultimate product of this phase, the [air operations directive](#) (AOD). In deriving guidance that may be considered at the JTCB and published in the AOD, the COMAFFOR is supported by the AOC strategy divisions (SD)¹ strategy plans and strategy guidance teams. The strategy guidance team is primarily responsible for producing the AOD. The SD should also ensure the cyber operations directive and space operations directive (SOD) are fully integrated and synchronized with the AOD produced by the AOC.

The objectives, effects, and guidance phase is also where effects and their accompanying [measures of effectiveness](#) (MOE) and [measures of performance](#) (MOP) are determined. Strategy guidance and strategy plans teams work closely with the CPD [targeting effects team](#) (TET), and the ISR division (ISR/D) to determine effects that achieve the stated objectives, select appropriate measures and indicators for assessment, and determine ISR requirements to collect against the MOEs. Results of this effort may be published as lists of tasks or desired effects in the AOD.

Finally, considerations of the [law of armed conflict](#) (LOAC) and [rules of engagement](#) (ROE) for the conflict may directly affect all phases of the tasking process (and thus targeting). Targeteers should understand and be able to apply the basic principles of these disciplines as they relate to targeting. See [Appendix A](#) for further discussion of LOAC and ROE.

Products of the Phase. The AOC SD drafts the **air operations directive** (AOD) for COMAFFOR approval. In a normal battle rhythm, this is done on a daily basis. The AOD is the vehicle for the COMAFFOR to express his intent for a specific day and communicate the JFC's apportionment decision. Apportionment guidance should reflect prioritized operational objectives and relevant tactical tasks with approximate weights of effort for each objective. Specific weights of effort should be avoided due to the difficulty in precisely measuring effects of air, space, and information operations (IO), and to allow maximum flexibility in planning the application of [airpower](#). However, the

¹ See [Air Force Instruction 13-1 AOC, Volume 3](#) for an expanded discussion on AOC divisions and teams.

CPD can use these weights of effort, along with existing friendly force capabilities, to estimate the numbers of aimpoints by effect or objective to focus target development.

The prioritized tasks in the AOD should be effects-based and reflect commander's guidance and intent. By crafting effects-based tasks for the AOD, target developers within the AOC's ISR/D gain the flexibility to identify and nominate the most effective means to achieve the desired effects. Tasks that are not effects-based are often target-based, meaning that there is little flexibility in the selection of targets,

The JIPTL and JFACC/COMAFFOR Responsibilities

Just as joint doctrine describes the option for the JFACC to serve as the Airspace Control Authority and Area Air Defense Commander, the JFACC/COMAFFOR should be delegated authority to approve the JIPTL as the JFC's representative. Accomplished in full view and in coordination with all components, this arrangement yields efficiencies by locating the JIPTL approval process with the targeting expertise resident within the AOC and potentially eliminating the requirement for a JTCB. Alternatively, similar efficiencies can be gained by appointing the JFACC/COMAFFOR chair of the JTCB vice a member to the JFC staff.

and can lead to the inefficient use of scarce airpower resources. **The AOD is the primary vehicle for communicating desired effects to target developers and others involved in targeting on a daily basis.** Detailed, logical lists of effects-based tasks with appropriate measures and ISR collection requirements are a necessary part of the AOD.

The AOD should also be used to express the JFC's and COMAFFOR's guidance regarding what target categories (target sets) are time-sensitive, what the priority is among them, and what types of dynamic targeting would cause preplanned missions to be re-tasked. Categories of time sensitive targets (TST), high-value targets, and other objects of dynamic targeting should be presented in the context of the desired effects, and those desired effects prioritized against the desired effects for preplanned targets. This allows the COD to rapidly assess the value of preplanned targets against TST or emerging targets to determine whether or not to re-task air, space, or information assets. This guidance also reduces the possibility of all newly detected targets being struck. Just because a target can be engaged within the air tasking order (ATO) execution period does not mean that effort should be diverted from preplanned targets to engage it.

While daily guidance is critical to subsequent phases of the ongoing tasking cycle, the SD strategy plans team also works on longer-range planning, including study of branches and sequels. Conclusions drawn from this study should be disseminated throughout the AOC to assist in focusing later target development and intelligence collection efforts.

Finally, the AOD should include the COMAFFOR's guidance on which targets or target sets require immediate assessment feedback. ISR and PED assets are usually limited in number and the collection requirements for target development, [joint intelligence preparation of the operational environment](#) (JIPOE), indications and warnings, and other taskings may have a higher priority than [combat assessment](#). Operations may be more efficient if assessment is focused on a select few high priority targets or sets.
